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ABSTRACT

These four issues of "Trustee Quarterly" present 31 articles on topics of concern to community college trustees, including finance, administration, and mission. Specific articles cover: (1) the board chair's political role (E. M. Duffy); (2) evaluation and goal setting (M. Hays); (3) collective bargaining (K. L. Hunt and W. Hamilton); (4) long- and short-range planning (D. B. Lake); (5) trustee role in presidential evaluations (J. Lombardi); (6) changes facing community colleges (S. E. Marsee); (7) trustee orientation (P. McGlashan); (8) adult literacy and the community college (N. M. Ellison); (9) board self-evaluation (M. M. Harris); (10) relations with the federal government (C. M. Mathias); (11) power and politics of state educational policy (B. Roberts); (12) legal liabilities of the trustee (R. E. Sechler); (13) international education (B. F. Stewart); (14) competing with industry for faculty (H. A. Tuck); (15) trustee responsibilities (A. R. Christensen); (16) board/president relations (B. Cruden); (17) managing change (R. R. Evans and H. M. Milander); (18) planning and budgeting (K. J. Jacobs); (19) strategic planning and marketing (B. Knight); (20) internationalizing the community college (I. G. Kurtz); (21) identifying community needs (A. M. McKinnon); (22) assuming trusteeship (M. C. Nicolai); (23) state and national policies (C. E. Plaum); (24) policy formation (G. R. Conger); (25) occupational education (P. A. Elsner); (26) alternative funding (J. C. Jones); (27) board/president responsibilities (M. Kennedy); (28) international students (D. H. Scott); (29) student recruitment and retention (E. Tang); (30) affirmative action (C. R. Ward); and (31) presidential evaluations (M. W. Wheat). (KL)

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TRUSTEE QUARTERLY

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The Board Chairman: An Expert Politician

Eleanor M. Duffy, Trustee
Eastern Iowa Community College District
Davenport, Iowa

Webster defines politics as "The art or science of government." I call it the art of compromise. Lyndon Johnson, a master politician, called it the "art of the possible." The community colleges of this country have been practicing this "art of the possible" in their dynamic growth and development during the past twenty years, and in doing so it has made the world of politics real to all of us in our roles as stewards of this vital sector of American postsecondary education. If it had not been for the political activities and actions of interested citizens in several states across the country, the community college phenomenon would not have become a present reality.

There is another definition of politics found in Webster and it is "The total complex of relations between people in society," and it is in this sense that I want to address the topic of "The Board Chairman — An Expert Politician." An expert, another Webster definition, is one who has special skill or knowledge.

The history of politics in America has not always illuminated our land with the sweet light of reason and ethical behavior. Politicians have been the targets for the Mark Twains and Mark Russells of this world and deservedly so. What about the interested mother who unconsciously tries to train her son for the presidency? Every mother does it. But where is the American mother who has not praised to her son or daughter the achievements of Washington, of Lincoln, of Patrick Henry, or Randolph of Roanoke? Politicians all. We are a political people and our great decisions are political ones.

Our community colleges face during this decade great challenges and opportunities which will be brought about as a result of the profound changes occurring in our society and in our institutions. In an address to a CASE (Council for the Advancement and Support of Education) workshop on "Advancing the Community College" in Chicago a year ago, Roger Yarrington, vice president of the American Association of Community and Junior Colleges (AACJC) described some of the assumptions made by the executive staff of AACJC in planning for the 1980's. I want to mention some of them here:

1. The state will play a more active role as client and as controller of resources.
2. There will be an increase in marketing of community college services.
3. Public support of community colleges will increase in terms of enrollments and then be increasingly critical if performance is not good.
4. There will be more need for justification of resources; more consumer demands for satisfaction for time and money spent on education.
5. Competition from other types of institutions will increase.
6. Dependency on state-level resources will continue to increase.
7. The new federal Department of Education will become important to us.
8. The Comprehensive Employment and Training Act (CETA) type programs (especially youth employment) will be increasingly important nationally and locally.
9. Cooperation with other institutions, agencies, organizations, (locally, nationally and internationally) will be important in accomplishing our mission.

10. We must be able to sell education not as an abstract, but for something: i.e., as a way of getting at solutions for national and community problems such as employment, crime, energy, aging, etc.

Many other assumptions were related by Mr. Yarrington, but I include these specifically because I think it apparent that there are political implications in each of these assumptions, and if we are able to be effective in responding to the political challenges and opportunities inherent in them, we must increase our awareness of and attention to the political leadership. This includes every member of the team, of our institutions. At the vanguard of that leadership must stand the board chairman along with the president or chancellor.

The chairman of the board of the local community college could be among the most influential citizens in the community depending on the circumstances. He or she can exercise great influence in community matters which can impact on and be affected by the community college.

The chairman of the board is in a position to play an important role in the political process which will greatly affect the future of his or her institution in the state legislature and executive branch of state government. While all other sources of funds are very important, it ought to be clearly understood just how important the funding decisions made in state capitols are to each of our institutions. Working closely with his or her president, the board chairman should be instrumental in developing a legislative and state government plan for their institution. Of course, if there exists in his or her state an effective state-wide organization for this purpose, he or she should work energetically to help it succeed with state governmental affairs.

The chairman of your board can enhance your institution's influence in national political affairs by becoming actively involved in the political activities of ACCT or any other organizations with similar legislative and governmental objectives.

There is also a political role to be played by the chairman in matters relating to the activities of the board itself. It is clear that this role is somewhat controversial in nature and will require skills not possessed by every chairman of the board. Nevertheless, this aspect of the chairman's role as expert politician is very important to the total responsibilities of his or her position. The chairman can be very helpful to the president in anticipating the reactions of various board members in advance of the presentation of recommendations, in order to allow the president to obtain all the appropriate documentation in support of a recommendation. There will be times when a board decision of a difficult and sensitive nature will require the chairman to confer with individual board members prior to the meeting in order to convey information privately.

The chairman can and should provide leadership in securing the re-election of trustees who deserve re-election on the basis of their trustee performance. The chairman should also be involved in attempting to elect worthy candidates to fill vacant board seats.

When I began to research this subject, I reviewed several issues of the ACCT *Advisor* and especially the column "Spotlight on Local Board Chairmen." I was looking for a clue—I found it—experience!!! That is what makes a good board chairman.

The chairman should provide leadership for his or her fellow trustees to encourage all the board members to participate in the political process affecting the institution.

About thirty years ago I was elected to a developing district school board in Minnesota. It was a very controversial board with a building program and housing development

nearby providing elementary population. The president resigned before the year was over, leaving the school district in a rather frenzied community situation. Large landowners voted against increases in taxes.

In contrast, my recent three-year experience was a pleasant one under Len Peetz. He was an expert politician. I can do no better than to tell you about Leonard Peetz who, until his death on May 19, 1980, was chairman of the board of directors for the Eastern Iowa Community College District.

Len Peetz was a leader and a manager and an expert in the political process. He was a vital part of his community. He didn't just belong to things, to organizations, to community and state and local groups; *he served* these groups and led in this service. His commitment to the comprehensiveness of the community college is reflected through his work for the movement during the last eleven years of his life and through his words, "It is my sincere conviction that the two-year comprehensive community college has a *challenge* and *responsibility* to meet the *continuing* and *changing* educational needs of *all* segments of the community."

Len played a crucial political leadership role in the organization and development of a state-wide community college organization in Iowa. At the time of his death, as President of the Iowa Council of Area School Boards, he had just completed a change in the leadership structure of that organization which will provide for more effective and comprehensive services to community colleges in Iowa. Len was a member of the Iowa Coordinating Council for Postsecondary Education. Had he lived, he would have become President of that organization in 1981.

No one was more effective in lobbying on behalf of community colleges than was Len Peetz. As President of the Iowa Council of Area School Boards, the state-wide community college lobbying organization, he was constantly meeting with the governor and state legislators. In the past three years no one in Iowa was more involved or active in influencing increased state aid, support for supplemental budget requests, and special project support for Iowa's community colleges. Locally, he personally knew and met with each legislator and was especially effective in 1979-80 in influencing state funding to support a merger between Eastern Iowa Community College District and Palmer Junior College, a private college. Nationally, he supported the ACCT federal relations activities through personal contact and communications with U.S. Congressmen and Senators.

Prior to serving on the Eastern Iowa Community College Board, Len was a member of the Clinton Independent School District board of directors for thirteen years. *That's experience!!!*

Leonard Peetz "spread the word" about community colleges and about *his* community college in industrial board rooms, town meeting halls, the governor's office and in the legislative halls and rooms. Because he understood, they listened.

I have been fortunate to serve under an expert politician.

Action Board Or Reaction Board —The Choice Is Yours

Margaret Hays, Trustee
Snohomish County Community Colleges,
Everett, Washington
President, Trustees Association of
Community Colleges

Our board governs a community college district with two colleges. Because of a series of unusual circumstances, our board was all brand new three years ago. Before our first meeting together, we received letters from the campus presidents informing us of a "dysfunctional" relationship between themselves and the district president. Shortly thereafter, our board was called upon to decide whether to permit a Gay Rights Club on one campus, with the community, students and faculty deeply divided and very heated—and the A.C.L.U. actively involved. Within a year a faculty contract was being negotiated. At about the same time a bill was introduced in the legislature to divide the district, culminating in a veto of the bill by the governor. Frankly, we were so busy killing the alligators we never seemed to get around to draining the swamp. With all these heated issues being resolved, and all the normal business being conducted, our board found itself a reaction board rather than an action board.

Most of us tend to be reaction boards rather than action boards. By that I mean we constantly react to outside pressures such as legislative action, public outcry, and unforseen emergencies. What we need to be is action boards, in control of our own future, so we can truly provide the governance of the educational community for which we have resonsibility.

How do we become an action board? By developing a plan for action and following it. The first step in a plan for action is evaluation of where you are so you can discern where you want to go. Evaluation, according to Webster's dictionary means, "to estimate the worth of." To estimate the worth of your board gives you a base line from which to plan for action.

I see no other effective, unbiased technique than self-evaluation. Who, after all, is there to evaluate your board? For all the open meeting acts and sunshine laws, no one but fellow board members truly know all information, pressure, frustration and stress that went into the decisions of your board. In the nether-nether world of boardmanship, it is all too easy to fall under the spell of the flattering and self-serving words of the various constituencies. How easy it is to forget who we are, and believe those words. We all need to constantly remind ourselves that when our term on the board is finished, we are still the same persons as before. Oh, perhaps a little wiser but certainly not the newly discovered fairy godmother we're often treated like as board members. I don't mean there isn't plenty of criticism. Every vote you take makes someone unhappy and you usually hear about it. You need to put both the adulation and criticism aside and take a hard look at yourselves, by yourselves, to estimate the worth of the job you have been doing. Then you can make a plan for action for the job you wish to be doing and become an action board.

There are problems in the process. It is a difficult task, frequently threatening and requiring change. First, a commitment of time is required, always difficult to find in the ongoing press of board business. Second, candor is essential. Without a full and open exchange of ideas, thoughts and feelings no true evaluation can take place. And in that candor it is of absolute importance to con-

stantly remember, the point is to evaluate the board as a whole, not castigate any individual member.

Actions you have taken in the past are actions of a board and the responsibility falls on the entire board no matter how split the vote. Third, privacy is also essential in order to allow full candor. In our process, only the board and a person acting as a facilitator was involved. However, I believe the final results of the evaluation and the resultant plan for action should be public. Finally, an effective evaluation instrument is required. There are many on the market, but we found we needed to tailor these instruments into one which fit our particular needs. You will find a copy of our evaluation instrument at the end of this article. It is the result of several unsuccessful, blind stabs on our board's part and is aimed at reaching a plan for action. It allows responses to the major areas of our responsibility.

How did we use this evaluation instrument? In order to expedite time and encourage candor, the first phase was mailed to each board member for him or her to fill out at home. The instrument was designed to require original thought and feedback from each member isolated from, and unbiased by, fellow board members. Each individual stated briefly the three strongest and three weakest aspects under each category from his/her own perception and suggested goals for the future. Responses were returned to the facilitator who compiled them all, without identification as to source. This anonymous method was designed to reduce acrimony but allow candor. The facilitator sent out Phase II with all responses included and with a rating grid added. Each board member reacted to all responses by rating them on the grid as to whether he or she agreed or disagreed. The second phase was returned to the facilitator and the agreement/disagreement responses were totaled for the whole board. We were approaching consensus.

Now, for the first time, the board met in executive session to consider our total responses. We discussed the entire document in detail. Candor was the first order and we all bled a little. For example, under Board/President Relations, one of the comments was, "I am appalled by the graveyard humor and joking about power of the board to fire presidents." One of our members took grave exception to the comment. It wasn't the point being made he objected to, but rather, the words. You see by profession he is an undertaker. The discussion was most useful and it became obvious those areas where we needed improvement.

Next we took up Phase III using the goals form. We examined one goal at a time asking ourselves, "Is this goal more important or less important compared to each other goal?" A total was taken. By adding the totals, an order of ranking was achieved. We decided to take the first five goals as our prioritized plan for action for the next year. We had reached consensus.

With the assistance of the facilitator, a summary was written of the evaluation in narrative form.

At our next board meeting we distributed the evaluation and officially set our plan for action for the next year. We also made the evaluation available to all interested parties. That certainly put us on record and we have our work cut out for us.

We believe we are becoming an action board, following a plan, dealing with regular business, coping with the unexpected, and in better control of our future.

If you new good ideas you could pool,
with self-evaluation a tool,
Take positive action,
And not just reaction,
'Twould enhance your community school!

SNOHOMISH COUNTY COMMUNITY COLLEGES
Board of Trustees Evaluation 1980

Phase I — Included only questions
Phase II — Included statements gathered from Phase I and rating grid with five responses from "agree stongly" to "disagree strongly."

1) Educational Mission
   a. What are the three strongest aspects of the educational programs of our colleges?
      1. (Our form left adequate room for three lengthy responses
      2. but due to space consideration it has been eliminated here.)
      3.
   b. What are the three weakest aspects of the educational programs of our colleges?
2) Planning
   a. What are the three strongest aspects of the planning process of our colleges?
   b. What are the three weakest aspects of the planning process of our colleges?
3) Financial Management
   a. What are the three strongest aspects of the financial management of our colleges?
   b. What are the three weakest aspects of the financial management of our colleges?
4) Physical Plant
   a. What are the three strongest aspects of the physical plant of our colleges?
   b. What are the three weakest aspects of the physical plant of our colleges?
5) Board Proceedings
   a. What are the three strongest aspects of the Board proceedings in our district?
   b. What are the three weakest aspects of the Board proceedings in our district?
6) Board/President Relations
   a. What are the three strongest aspects of the Board/President relations in our district?
   b. What are the three weakest aspects of the Board/President relations in our district?
7) Board/Staff Relations
   a. What are the three strongest aspects of the Board/Staff relations in our district?
   b. What are the three weakest aspects of the Board/Staff relations in our district?

Phase III — Analysis of Goals

1980 Objectives
1. Cooperative program planning
2. Financial accountability process
3. Revitalize mid-management
4. Planning/growth, enrollment, inflation
5. SBCCE 79-03 Report
6. Govt./community interchanges
7. Cooperation between campuses
8. Community relations/communication
9. Foster district concept
10. Specific goals & philosophy

An Up-Front Approach To Collective Bargaining

Kenneth L. Hunt, Trustee
with William Hamilton
Collective Bargaining Consultant
Mt. San Antonio Community College District
Walnut, California

There are many approaches to collective bargaining and all of them can be argued with varying degrees of success. This article will describe one approach to collective bargaining which centers upon candor and openness early in the process of negotiations. Referred to as "up-front" bargaining, this approach is one where the most reasonable position of management, based upon detailed research is presented at the beginning of the process.

Movement from that initial position is possible, however it must be as a result of new information, changes in enrollment and funding and the discovery of errors or omissions in the supportive research. A major objective of the "up-front" approach to bargaining is early settlement of contracts, thus allowing the college to turn back to its primary functions of teaching and learning.

The "up-front" approach differs significantly from the traditional approach wherein both sides present initial offers which are clearly not their best or most reasonable offers, and which often are blatantly unrealistic and unfair. Then the work of compromise and power-play begins, resulting eventually in a compromise agreement. In fairness to the union, it is understandable that their first table position will be somewhat of a "wish list." They are obligated to reflect the desires of the bargaining unit.

The premise for "up-front" bargaining is that there is, indeed, a reasonable position of compromise based upon commonly accepted goals and fiscal limits, a high level of mutual integrity and trust, and reasonable agreement by both parties upon what is good for students. It is obvious that these criteria will never be present in their fullest, however, the degree that they are more readily attainable by the "up-front" approach to collective bargaining is the degree of its success.

It should be clear at this point that "up-front" bargaining must not remain inflexible. Openness to change based upon clearer understandings and new information is part of the essence of candor implicit in being "up-front."

As unionism in public education escalates, officials must be prepared to face the issues. The board must continue to develop a coherent and consistent philosophy regarding the direction and scope of the college and must understand the factors essential to the maintenance of high-quality responsive education. The advent of collective bargaining requires, additionally, that the board be knowledgeable of the inherent needs of the union for power and control, which shade every aspect of the negotiating process from unit determination to contract settlement.

To do this requires taking the time to develop a collective understanding among board members. State and national trustee organizations provide for intensive inservice education for board members. The individual boards must also spend the hours necessary to understand their proper and legal limits and powers. They should always call upon the assistance of seasoned management bargaining experts for advice and to carry out the negotiating process at the table.

Collegiality as contrasted with adversarial posturing of collective bargaining often appears to be in contradiction. Collective bargaining is an adversarial process. Power and domination of the institution is a primary objective of most successful exclusive agents. They must "rally the troops" to gain interest in and support of their efforts. I would suggest, though, that there is a clear difference between dealing with employees and with employee organizations; and there is a distinct difference between the motives of employees in the bargaining process and the motives of employee organizations in that same process.

Bargaining at the table is conducted by agents of the parties and is adversarial by nature. Collegiality can and should continue outside of the negotiating process. I will express my bias by suggesting that the scope of bargaining be maintained as narrow as possible and that alternative channels of communication such as academic senates and the administrative and academic structure of the institution be encouraged and strengthened.

It is important to keep in mind that the laws and processes governing public sector employee unions are substantially different from those governing the private sector. Compared to the National Labor Relations Act (NLRA), our legal framework is more limited in scope if we choose to make it so.

Legal tools of collective bargaining are imperfect at best. The current structure of grievance, impasse, fact finding, arbitration, and formal legal action, is better designed to serve the interests of organized labor than those of officials who have the responsibility to make it work. There is little hope that this circumstance will improve substantially in the near future, so we must be prepared to effectively use the remaining legal tools.

Public sector unions generally attempt to increase the scope of representation to more closely approximate the typical private sector union. There are extreme examples where scope has broadened to the point where virtually all employee-employer relationships are brought to the bargaining table. Trustees should recognize that this extreme situation results in a transfer of power—however successful the union might be in its contract negotiations—to an external third party, namely the exclusive agent. To avoid or at least to reduce this tendency, it is crucial that boards deal effectively with employees through an appropriate organizational structure. The vitality of the college and its educational programs is in the balance. The extreme situation cited above results when the board attempts to clear all major decisions through the employee's collective bargaining representative. To avoid or at least to reduce this tendency, boards might find it helpful to channel as much information as possible through appropriate organizational channels.

The law allows boards to limit the bargaining process to "bread and butter" issues and working conditions. The aims and purposes of the college, its programs, and its services can then be governed through the traditional channels and within an organizational structure more befitting an educational institution.

Management, in many states, is permitted to join employee unions or to organize its own. In the private sector, most managers are precluded from unionizing. Even where they are excluded from membership in a bargaining unit, supervisors tend to sympathize with and develop vested interests in the efforts of employee organizations. To lessen this tendency they should be treated separately as administrators and/or managers and be given a significant role in the communications process. Boards should insure that managers feel a sense of pride in their professional roles and a kinship with the chief administrator and the board.

Knowledgeable first-line managers become a source of information as to what is happening

in the college. If the managers are given the responsibility for communications with organizational subordinates, and are given the authority to carry out that function, the rallying power of the union is reduced, resulting in more concern for the educational mission.

Fundamental to the "up-front" approach to bargaining is that both parties approach the table in a spirit of fairness. This obligation, taken in the context of "up-front" bargaining, requires that both sides consider all available facts; the resources, institutional objectives and data from comparable colleges. All too often, fact finding is perceived to be exclusively a part of the arbitration process—something we "go to" when negotiations come to an impasse. Fact finding in the "up-front" bargaining atmosphere is a requisite for the start of bargaining in order to establish a fair and reasonable opening position.

Some people conclude that "up-front" bargaining does not allow for movement at the table, and that real bargaining requires movement. Such a perception is one of the most valuable tools of the union. To be up-front with employee bargaining units at the table, management must allow for change and altering of positions when the "facts" surrounding the process are found to have changed. If errors or omissions in the process are brought to light, both management and labor must react as they would if the new information were known at the onset of negotiations.

Putting the most reasonable offer on the table at the onset of negotiations might be seen by some as an attack upon the sacredness of the "process" of negotiations. Perhaps they confuse "process" with "purpose." The purpose of negotiations is to reach an agreement and get on with the business of education. The purpose of some negotiators, however, appears to be to prolong the process for personal gain or for power.

The history of unionization demonstrates that the major objectives of employee organizations are, first, to convert the local employee organizations to militant, cohesive, and dependent unions. Second, they are directed toward obtaining equal power with management and the board. The primary tools of unions are those strategies and tactics that polarize relations between employees and employer. They "divide and conquer," playing one side against another. They use fear and differences of viewpoint to maintain and widen any possible schism, attempting to divide management from employees, management from management, and both management and employees from the board. They will even attempt, if possible to divide the board. Many districts have seen a divided board cause a shift of power from the interests of the public to that of one constituent group or another.

Protection, or the promise of protection is a very important tool for the employee organization. The union will build up a fear that management and/or the board is attempting to harass or intimidate the faculty. In times of uncertainty, employees will often turn to someone who promises protection. When managers and board members are in the learning stages regarding collective bargaining, their guarded actions can be built up by the union as "evidence" that management does not care, is not listening, or is purposely working against their interests. Up-front bargaining tends to dispel these fears.

The union will even use the presence of candor in "up-front" bargaining, turning it around to imply that the management and board are inflexible in their positions at the table. Union membership is not always informed when the management position is based upon facts known at the onset of the bargaining. This is not a reason to dispair of using the "up-front" approach, though, because candor in bargaining is a stranger to the process. When employees see quicker settlements and come to realize that their interests were embodied in the initial man-

agement proposal, a trust relationship is more likely to be redeveloped.

The district's interest is served in the development of an opening position which does not require much modification. The union uses highly visible tactics, and when the union convinces the board to modify a position, the achievement will be magnified in order to demonstrate the value of its representation. If there is no change, the union uses this as evidence of the need for more union power. "Up-front" bargaining reduces the number of changes necessary in the initial proposal in order to obtain a signed contract.

The union steward concept can also weaken management. It creates a dual communication process between employees and the board and provides the union with an opportunity to critique and second-guess management. The ultimate result is to bypass managerial and supervisory personnel. The best line of communication with employees, for the board, is through management directly. If employees are not able to get adequate responses, recognition, or acceptance from their immediate supervisors, they will turn to their union to make themselves heard. A weak management, or the appearance of weak management, is the inevitable result. Credibility with employees is essential, especially for first-line managers.

If managers are given the tools of communication regarding the bargaining process—accurate data, current "table" positions, the reasons for the bargaining positions—they will be seen by employees as being knowledgeable and working in the interest of the employees and the institution. If, on the other hand, the only information employees, including mid-management, get regarding collective bargaining is from the union, they will reinforce their natural inclination to place their highest trust in the union. Management credibility is enhanced with an "up-front" approach to bargaining.

Management and boards must maintain a positive relationship with "employees" as distinct and apart from "employee organizations." It is, I believe, the desire of elected officials to do what is right for their employees. That is why I believe that the most reasonable, "best," offer of management should be "up-front."

Long- And Short-term Planning For The Challenges of the 80's

Dale B. Lake, President
Kalamazoo Valley Community College
Kalamazoo, Michigan

Planning, either from the long-term or from the short-term view is a deceptively simple word. The very term itself means different things to different people and indeed has different applications based upon the times and the conditions. Whatever the definition, however, meaningful planning can only take place in an environment where the college has developed and follows a well-defined process. To be sure, the process needs to allow for contingencies, and needs to be extremely flexible.

The 80's will present challenges considerably beyond our present belief. Man has always believed that he lives in a time of insistent and persistent pressure and rapid change. Few, however, would doubt that in the 80's the rate of change is going to be astounding. The real challenge will be the capacity which each institution and each individual can master to deal with changes in many areas. Just a few of those change areas are:

- CHANGE IN STUDENT MIX: in average age, in full-time/part-time mix, in male/female mix, stop out/stop back, and going to work prior to completion.
- CHANGE IN DELIVERY: cablevision, home computers, newspaper, modules, accelerated or decelerated pacing by individual students, experience-based education, prior-learning evaluations, cassette tapes, more locally developed materials, and paperbacks.
- CHANGE IN FISCAL SITUATION: inflation (general/energy), competing for public dollars, likelihood of better acceptance of private giving to public institutions, state ability or willingness to pay, and rainy-day funding.
- CHANGE IN CAPITAL FUNDING: equipment replacement, facility maintenance, faculty/administrative benefits, insurance, tenured faculty, collective bargaining (administrative), and change in retirement age.
- CHANGE IN PUBLIC ATTITUDE: consumerism, value for dollar, money-back guarantee, and hours of attendance.

The list could be longer, and each can add his own. They all meld together, however, to create a broad-stroke treatment of what institutions will face, and if the issues are to be faced with any degree of confidence the institution must plan.

The planning process in the 60's was less demanding when, in many cases, resources were quite adequate to respond to most program or service proposals. The planning mode of the 60's probably supported most institutions as they muddled through the 70's; however, in the 80's any institution that does not have a sharp process for determining where it wants to go and then an adequate means of assessing whether or not it has arrived, will be in trouble. The type of planning process instituted at any given institution will be governed to some extent by the general organizational structure of the institution and the management style of the president. It does seem reasonable, however, that decisions can be of higher quality and plans can be more effective if in the planning process there is a broad base of involvement from all parts and levels of the institution.

At Kalamazoo Valley Community College the planning process is well defined, and

recognizes that planning decisions for the college and each of its sub-units must be made to: 1) obtain resources; 2) guide activities; and 3) specify outcomes.

Planning decisions are made daily. Some planning decisions affect the institution and/or its sub-units. Other planning decisions apply to expected performance by individuals. Some planning decisions relate to a long period of time, and others affect the college for a short period of time. These planning decisions are interrelated as follows:

	Institution	Individual
Long Range	Mission and Goals	Job Description
Short Range	Annual Plan (objectives)	Individual Objectives

Kalamazoo Valley Community College's PME

Over the past several years, Kalamazoo Valley Community College has developed, implemented and continues to refine a college-wide Planning, Management and Evaluation (PME) system. Long and short-range planning is an integral component of the PME process. This process provides a formalized system that is both effective and flexible.

Planning, Management and Evaluation at Kalamazoo Valley Community College is outcomes oriented. Through the PME process the College Mission, Goals and Objectives are established; the affairs of the college are conducted to achieve the Mission, Goals and Objectives; and determination is made relative to the efficiency and effectiveness of realizing the planned outcomes.

Outcome measures are quantifiable measurements of the results or impacts of the college or one of its programs. At the core of KVCC's outcome measures is a "Dictionary of KVCC Outcomes" and an "Inventory of KVCC Outcome Measures."

The "Dictionary" is a compilation of those outcomes which the college produces and over which it can exercise some measure of control. Each outcome is carefully defined and relates to the KVCC Mission and Goals. Outcomes defined in the Dictionary are intended to be relatively routine, and it is from the Dictionary that the list of outcomes is selected each year to form a major component of the Annual Plan. "Problem Solving" objectives are then developed each year and make up the balance of the Annual Plan.

The "Inventory" is a listing of measures relating to outcomes and is arranged according to the Program Classification Structure Categories developed by the National Center for Higher Education Management Systems (NCHEMS). Several measures may be used relative to a single outcome.

Combining the outcome and measure(s) produces College Objectives. Responsibility for individual outcomes is then assigned, and that person provides "quantitative indicators" for each measure.

After the conclusion of the fiscal year, data are reported for each measure, and an evaluation of the Annual Plan is conducted relative to the attainment of outcomes. This evaluation report is prepared and made available for review by the president, appropriate college personnel and the board of trustees, and is then used as planning information for the development of long-range plans.

The Outcome Measure System is designed to facilitate both planning and evaluation, and is an integral part of the complete PME System. The determination of outcome measures forms the backbone of the "P" (planning) in PME. They, in turn, serve as a major focus to guide institutional "M" (management) sections of PME, and the assessment of attainment provides the foundation for "E" (evaluation).

The Planning Book

Since planning decisions are made daily by each administrator, it is necessary that others know the essence of those planning decisions and the implications for his/her own responsibilities. Therefore, planning decisions must be aggregated and documented periodically for dissemination to all the people they affect.

Key administrators are provided with a *Planning Book*. This *Planning Book* is helpful to administrators as they make planning decisions for both short-range and long-range periods of time. A short-range time period is considered to be up to two years into the future. More than two years is referred to as a long-range time period.

The *Planning Book* is composed of four parts. It includes KVCC's planning system with target dates, planning data for the various functional areas, current and long-range annual plans and functional area objectives. The book also contains the KVCC Mission and Goals Manual, the Dictionary of KVCC Outcomes, the Outcomes Measures Inventory and KVCC Job Descriptions. Functional areas may also include additional information appropriate to that functional area.

The *Planning Book* is a useful reference which is needed by administrators as they make major planning decisions. It provides guidance for implementing planning systems which affect the entire college and each of the functional areas. It is not designed specifically to support planning decisions which affect programs and offices, or other segments of the college, within functional areas. Even so, it can sometimes be a useful reference for that purpose also.

Annual Planning Cycle

The annual planning cycle has two purposes. The primary purpose is to develop the annual plan for a target year. Another main purpose is to review the mission and goals statements for the college and each functional area.

Assumptions about external and internal conditions are identified annually as a basis for determining priorities for action by the college. Program plans present information needed to: 1) later formulate objectives, and 2) coordinate the annual planning cycle with the budget development process. Objectives are then specified to guide activities and tasks of functional areas and administrators within the college.

Assumptions. Planning "assumptions" are temporary estimates of very important, probable developments that cannot be predicted with accuracy and over which you have no significant control, that will have a major impact on your performance of results. An assumption is *not* a prediction—it is a temporary estimate regarding a very important probable development. Whenever there is a significant change in an assumption, you *always* have a problem or an opportunity. To accomplish optimum results you must change the premise, review all plans that were based on it, and make appropriate revisions.

Priorities. Priorities provide a general sense of direction or accomplishment. They identify the significant things that should happen during the target year.

Objectives. Objectives are estimates of very desirable future results that can be achieved through management efforts with appropriate resources.

Assumptions and objectives are similar in that both pertain to the future and neither can be predicted with accuracy. However, they are different in relation to the degree of control a college or person can exercise. Assumptions are important developments beyond the college's control, and objectives are desirable results achieved through management effort. Attention to assumptions is necessary because without qualified assumptions, objectives tend to become vague and imprecise. Objectives should also be quantified, whenever possible, so progress can be measured more accurately.

Budget Development Process
The budget development process involves many planning decisions about allocation of resources. Resources are allocated for a fiscal year to most effectively and efficiently provide the outcomes to be provided. The many planning decisions for a fiscal year are summarized in the form of budget working papers.

The fiscal year budget working papers indicate the amounts of planned revenues and expenditures for each fund. Planned expenditures are also presented for each fund in several formats and levels of detail as needed for reference throughout the year by the President and Deans. Manpower requirements, in terms of FTE positions by cost center are also included.

The annual planning cycle is scheduled so that it's completed prior to the beginning of the budget development process. This coordinated scheduling of the annual planning cyle with the budget development process helps assure that the annual plan contains realistic objectives in view of resources available and allocated.

Management by Objectives (MBO)
MBO is considered to be an integral part of planning at KVCC. This MBO element is scheduled jointly with the annual planning cycle and the budget development process. The element is the development of KVCC administrator one-year objectives, which in the Dean's case also becomes the functional area objectives.

For a target fiscal year, this MBO element is scheduled for completion following completion of the budget development process. The annual planning cycle, in general, proceeds the budget development process.

Thus, determination of objectives for each administrator through the MBO system, results from a set of planning decisions which are made on the basis of previous planning decisions summarized in the annual plan and the fiscal year budget working papers. The administrator objectives are determined explicitly to implement the annual plan and the budget (which is a plan for revenues and expenditures).

Conclusion
With the impact of outside agencies requiring more and more information; with the cost of energy and inflation skyrocketing; with the demands placed on us by such agencies as OSHA; with the cost of unemployment compensation; and with so many other factors beyond our control; realistic, efficient and effective planning at best is difficult. In fact, perhaps the only thing we can say regarding planning with some certainty is, "No amount of planning will ever repiace dumb luck."

But good, sound planning is absolutely essential if higher education is expected to be successful in the 80's and as I am sure we all know, we must become better educational planners.

The Trustee's Role in the Evaluation of the President

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Second in importance only to the establishment of a sound board-president relationship is the evaluation of the president. Its importance, however, is matched by the paucity of information on how to perform the evaluation systematically. The proponents of evaluation assert that systematic periodic evaluation helps the president, the board and most importantly the college to more effectively fulfill its mission. For Hays it is an opportunity "for the board...and president to review various aspects of the institution with a view toward the identification of areas in which improvement would appear to be warranted."[1] Zoglin maintains that periodic evaluation tends to remove threatening overtones for the president.[2] For others it is an opportunity for resolving disagreements before they become serious and when disagreements are not resolved satisfactorily, for a "graceful exit for the president."[3] President Hakanson of Umpqua Community College writes: "The significant part of the whole process is the fact that the president and the board are willing to be open, candid and honest." in the discussion of "how whatever discrepancies there are, could be corrected."[4]

Systematic evaluation usually is equated with objective evaluation as contrasted with subjective evaluation which is acknowledged to be the prevailing mode of presidential evaluation. The spread of the management by objective movement in curriculum and personnel evaluation has spurred activity in this near-virgin area of presidential evaluation.

Among the components of an objective evaluation procedure are an agreed-upon statement of the duties and responsibilities of the president, a statement of the board's role in the operation of the college, and a list of questions or statement relating to the president's performance which will be used by the board in the evaluation. The board may seek formal evaluation from others—faculty, students, classified staff, community leaders, or consultants individually or as an ad hoc committee.[5] However, when retention or non-retention is involved "the evaluation will focus on the performance of the president already known by constituents and will be instigated, conducted, and concluded by the governing board only."[6]

Few use a rating scale although many examples are available. Among these are the 56 criteria divided into 7 categories suggested by Hays;[7] the simpler 7-item evaluation form proposed by the Association of Boards and Councils of the Two-Year Colleges of the State Univesity of New York;[8] a model developed by Evans, Mears and Wattenbarger[9] which also includes an evaluation form; a suggestion by Bahar, president of Tompkins Cortland College (New York) of 21 "measuring rods"[10] and a rating scale of 10 points used by Hakanson.[11].

Some find merit in a formal interim evaluation which according to Hays can serve "as a benchmark against which the final year of the term review can occur."[12] Kingman Brewster of Yale asked his Board for an evaluation in 1971 after 18 months of service.[13] Of special interest is the "memorandum," Cleek, a community college president, sent to all personnel to elicit their perceptions of his performance. Of even greater significance was the requirement

that the questionnaire be sent to the chairpersons of the board.[14] Bahar feels "that presidents should expose themselves...for periodic evaluation" because "constructive criticism can make an individual polish up those qualities which he or she may own."[15] In eight of his ten years tenure, Hakanson has been rated on a scale of 10 by himself, each of the administrators reporting to him, and by each of the trustees. He notes as justification for the efficacy of his procedure that "the ratings of myself have never varied more than one or two points, out of ten, from the average of the board, or the average of the staff."[16]

Militating against widespread acceptance by governing boards of formal evaluation procedures are the elaborate performance standards, complicated statistical criteria, and large number of traits to be evaluated. Evaluations using 21 or more measuring rods will tax even the most knowledgeable and conscientious evaluators. Compounding the problem are the various grades "above average", "average", "below average" or the use of a five-point scale ranging from "fair to unfair," "excellent to poor" etc. To these must be added the relative value the evaluator(s) must give to the judgment of administrators, faculty, support staff, students, and community leaders in order to get a composite rating.

While in an ideal environment all evaluations should contribute to the final result, the question remains: Are all evaluations of equal value? Should an evaluation by administrators have the same value as an evaluation by faculty members? If the administrators, non-certificated personnel and community leaders rate the president satisfactory, do their evaluations negate an unsatisfactory rating by the faculty?

What must one make of the elaborate rating scheme devised by three experts who admit "The complexity of the job of the president almost defies an objective measurement of the functions;" and "As might be expected, no overwhelming consensus emerged concerning the president's performance in the test institution or even a consenses concerning the 'ideal' performance."[17]

Rating scales give the appearance of objectivity, but are in fact subjective by their very nature, since they depend on perceptions of the rater. Using two or ten raters does not make them more objective. Nor does multiplying the traits or characteristics being measured. Losak in "The Myth of Rational Evaluation" lists three variables which contribute to the presence of subjectivity in performance evaluations: "psychological, atmosphere of the college and factors external to the college." He emphasizes that "higher education has no sound means of assessing quality of an administrator..." He also points out that evaluation unlike measurement is never value free, nor thoroughly objective.[18] There is also the incongruity of applying to a chief executive directly responsible to a governing board, evaluation or examination techniques developed for lesser officials not directly responsible to a governing board.

Plager, professor of law at the University of Illinois, distinguishes evaluation from examination in that "no score should be calculated...nor should each criterion carry equivalent or constant weight." Also, "While a rating scale may be useful, as a checklist, it must be remembered that what is involved is a sensitive technique of eliciting information, or providing a context for interaction about performance as a basis (not substitute) for judgment."[19]

Notwithstanding the varying approaches to evaluation and the absence of data to support the claims of proponents of systematic evaluation, trustees are being held responsible for not undertaking the task. One of the harshest critics is former trustee Zoglin who charges that "far too many boards are guilty of dereliction of duty" in the area of evaluation of the president, although she also admits that boards are most reluctant to

evaluate the president in any systematic way because of the magnitude of the task, its impossible nature, and the consequent waste of time. In a more mellow vein Zoglin cites as the real reasons for a board's failure in this important responsibility: 1. Difficulty of evaluation. Although evaluation is not impossible it is indeed *hard*, requiring more time, effort, and thought than some board members are willing to bring to their trusteeships; 2. Embarassment of evaluation. It is uncomfortable to call the president on the carpet—someone with whom one enjoys a cordial working relationship; 3. Fear of finding something that is wrong—something that might require dismissal which is a distasteful, traumatic and thankless task.[20]

For Evans, et al, the reasons stem from the failure to develop "a total approach to management evaluation because trustees are generally too busy with their own professional or business careers to devote much attention to the evaluation of their chief executive officers, and many presidents have neither invited or advocated evaluation of their role."[21] These negative assessments are blunted by statements such as "once a person is appointed as president, truly objective evaluation of that person will never occur."[22]

Yet in spite of the doubts expressed about the efficacy of presidential evaluations, a case can be made that the president is evaluated more frequently by the board than any other administrator or faculty member by his/her immediate superior. In fact, evaluation begins with the selections in which the board initially, or after a preliminary sorting by a committee, makes a choice from among a hundred or more candidates. Thereafter the board, collectively, and the trustees, individually, constantly evaluate the president as he performs his duties at board meetings. In addition, members of the board get feedback on the president's performance by formal communications from campus or community groups and individuals, by chance remarks at a luncheon, by phone, etc.

In most jurisdictions a formal judgment is made periodically, usually before the completion of the president's contractual term of office. Some boards make an assessment in executive session each year; usually with the president. Where disagreements have reached the serious stage, boards make assessments at more frequent intervals, often without the president. Occasionally, a board may employ a consultant or consultants to help them make an assessment. Every time a president's contract is renewed trustees vote publicly their approval of the president's performance. Moreover, empirical evidence supports the observation that proportionately more presidents are removed from office, gracefully or otherwise, than tenured faculty. The point I make here is that evaluation, assessment, examination or whatever term one wishes to use, takes place frequently. The trustees cannot avoid making judgments.

"Do trustees make proper evaluations?" is no easier to answer than questions concerning other personnel evaluations. The fact remains that they cannot avoid making evaluations, evaluations that are subject to more public scrutiny than nearly all other evaluations.

In theory much can be said in favor of a formal process in the evaluation of the president but the evidence on performance evaluation of personnel is not convincing. In fact, it is at all levels of education primitive and ineffective. From time to time state legislatures and other governing bodies mandate accountability but, as in California, accountability is apt to become a meaningless exercise that takes place periodically. So much so that the author of an accountability measure disowned it even though it still bears his name.

Theoretically, a formal process for evaluating a president would seem rational and equitable, fair to the president and assuring

to the trustees that they are acting with the noblest of purposes. Unfortunately, the relationship at the top of the governance organization does not lend itself to a neat arrangement. Counting the pluses and minuses is it not subject to the rules of mathematics based on ten. In practice we observe that retention or separation is not directly related to the number of pluses or minuses. Presidents have been retained whose minuses exceeded their pluses; and conversely. In evaluating a president, matters considered important currently far outweigh the criteria established one, two or ten years ago.

Evaluations of a president are complicated by the ties the president makes with one or more trustees; with prominent community leaders; with faculty organization leaders; with students and alumni; with public officials who appoint trustees; and many others involved with the college. The closeness of these ties has as much influence on the tenure of a president as any formal evaluation. Sometimes, ties with the right persons compensate for much inefficiency, ineptness and incompetence. One wonders also if objectivity is desirable for personnel in policy-making positions. Is the drive toward objectivity an attempt to grant a tenure-like status to the president? If that be the goal, why have a board of trustees? Why not adopt a bureaucratic organization with presidents selected by civil service procedures; removable only for specified causes; or have the faculty and/or students elect the president?

By the nature of the political relationship that underlies the president-board relationship objective evaluation will, as Losak contends, remain a myth. Moreover, as long as we continue to advocate the development of community-responsive colleges, the president will be subject to an adverse evaluation whenever the board perceives that he is not successful in that objective. The implications of the Middle Association Commission on Higher Education statement that "trustees —control American higher education"[23] are as valid today as they were in the 1950's. Even in less politically-charged cases "there is" as Galbraith said of faculty "a natural likelihood, perhaps even a near certainty, that quality and even excellence will be perceived as whatever most resembles those making the judgment."[24]

As is true of evaluation of personnel at all levels of administration, trustees are most reluctant to go about the job of evaluation in any systematic way for reasons we have mentioned earlier. Nevertheless, evaluations are made and presidents are removed because of weak performance or despite outstanding performance, because of disagreement with the board, or because of a change in the political complexion of the board by virtue of an election or appointments. The happenings receive considerable attention in the local press and in professional journals. In the late 1960's a major criterion in the evaluation of a president was the way he dealt with student activism; today the criteria are likely to revolve around issues emanating from static or falling enrollment, financial management, and collective bargaining.

Most evaluations leading to separation occur after a number of incidents or complaints by staff or outsiders. In these it is usually the faculty who are the principal complainants. As often as not relationships of the president with the non-faculty staff are good or non-objectionable. Lower echelon administrators may often be on the faculty side. In some cases, the disaffection with the president's leadership style of administration or policy may cut across the campus.

In this area of education it is easier to report board actions involving the removal of presidents that those involving the retention. The former are more newsworthy, sometimes titilating, while the latter occur quietly, sometimes with a few complimentary remarks at the board meeting.

There are, of course, exceptions. Bahar reports the case of a "board of trustees that voted 'extreme confidence' in the president by declaring that the faculty's vote of 'no confidence' was indeed a compliment to the president, indicating his ability to manage an unmanageable staff."[25] In a large city system the faculty seems to go out on strike once every two or three years. In between it passes resolutions of no-confidence in the president, all with no adverse effect on the president's tenure. Yet, the appointed board supports the president. So despite turmoil, poor administration, as perceived by many, but not by the board, and mediocre accreditation reports, the president retains his position.

Most examples reported in the local or national media involve the dismissal or resignation of a president. Often, not always, the dismissals occur after an election or new appointments change the political or ideological complexion of the board. For example, a board elected during the student activism period of the 1960s, removed or forced the resignation of three presidents and a chancellor who (in the opinion of the new board members) did not act with firmness in dealing with militant students. In at least five recent situations that have come to my attention, new board majorities, elected with the help of dissident faculty, removed presidents rather than wait until their terms expired.

Sometimes, a seemingly ideal board-president relationship sours after a number of years. One very prominent president who had had the enthusiastic support of the board as well as the adulation and respect of his professional colleagues suddenly resigned. Among the causes were 1. disenchantment of the board with his cavalier attitude of insisting on unanimous approval on important items; 2. alleged neglect of duties resulting from frequent absences from his office to attend professional meetings; and 3. inability to deal effectively with problems attendant on minorities, reduced enrollment and financial restraints.

In another situation a president who had carried out the board's openly-expressed policy of getting recalcitrant faculty into line found himself confronted by a new board that was more amenable to the wishes of the faculty. The president failed to or was unable to change his attitude toward the faculty. As could have been anticipated the new board had to call the president's attention to faculty disaffection expressed in open statements at board meetings, informal communications to the board and resolutions of no confidence. A consultant to the board observed that he felt he was dealing with two different presidents: one who commanded the support and allegiance of the classified personnel, administrative staff members and community leaders and the other who was unable to gain the support of the faculty. Here as elsewhere, the breakdown of the faculty-president relationship had the major influence on the board's evaluation. In another college a president who had unusual success in a building program, in developing good public relations and in fending off a rival community's attempt to divide the college's activities was forced to resign because he was unable to work effectively with the college personnel. The principal complaint was failure to recognize the staffs' contributions in the operation of the college.

These examples are not intended to make a case for or against formal evaluations. They are presented to show that formal or informal evaluations are conducted and also that an excellent president under one board may become a candidate for a new job under a later board. Pertinent to our discussion is that boards are observant and do make judgments on the effectiveness of their presidents. It is also evident that this task is taken much more seriously than some critics acknowledge.

Concern with evaluation and effectiveness has been heightened by the dramatic

changes that are taking place. During the 1950s and 1960s when explosion was the popular figure of speech most commonly used to describe the seemingly ever-expanding population, enrollment, colleges, and finances, euphoria of community college educators approached what psychologists call sympathetic delusions. Quantity was the principal criterion of effectiveness. The 1970s changed the euphoria to fear of implosion and shifted attention from quantity to quality in determining effectiveness. Concern with quality, or more broadly accountability, touches all areas of education, including the presidency.

Concomitantly, there has been a reexamination of the role of governing boards in our colleges. Related to this reexamination is the growth of the Association of Community College Trustees (ACCT). Through its publications and meetings trustees are examining the various facets of their role and creating a counterpoise to the president-dominated national and state organizations. As might have been anticipated the organization created uneasiness among presidents, as well as among older professional organizations. More importantly, ACCT has been a counterweight to the president-dominated older professional organizations. Through ACCT they receive considerable in-service training, planned and conducted by fellow trustees and the association staff.

Trustees are exhibiting greater independence and shucking off the stereotype of neophytes who need the guidance of an all-knowing, beneficent leader.

So much of the president-board relationship depends upon personalities that objective evaluation must remain a hope—more honored in the breach than in its acceptance. Guidelines, consultations, agreed-upon evaluation criteria, rating scales are commendable; they will work under especially favorable conditions during which few serious social, political, and economic issues confront the president and the board or when the president is selected by the board because he agrees with it on those issues. However, individuals, as rivers, are never the same from one instant to the next. The possible changes among seven or eight individuals during any term are infinite. What is most remarkable is the large number of presidents whose contracts are renewed each year.

My pragmatic—pessimistic, if you will—observation about the efficacy of objective evaluation must be placed alongside the following ideal of the American Association of State Colleges and Universities adopted during the 15th Annual Meeting in Boston in November 1975:

> "A president or chancellor who knows the rights and responsibilities of the office, understands the requirements for ethical relationships, accepts the need for the accountability of leadership through a systematic evaluation, and has available professional support for renewal of leadership requirements will serve with a commitment to the position which assures the quality and mission of the institution."[26]

Such a paragon may still be dropped by a board. I am certain each of you can name several presidents who, though they brought "quality and mission" to their institutions, were summarily dismissed or forced to resign. Why? Because of political, social, economic, racial, or ideological differences that develop between a president and the board principally as a result of changes in the composition of the board; sometimes because on his appointment the board had no occasion to inquire into the president's views on particular issues that emerge later.

Those who believe in tenure for presidents may unwittingly be advocating a different form of governance of our educational institutions. Ours is a political model, not a hierarchy or centrally-controlled model. As long as we maintain this model with elected

or appointed boards we will have to adjust to its consequences. Nearly all presidents are protected by contracts and many are assured of tenured faculty status if removed or forced to resign. Security that keeps in office a president, seriously at odds with the board, is a perversion of our system of collegiate governance, no matter how statistically sound the evaluation procedure may be.

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[15]Bahar. op cit. p. 4.
[16]Hakanson. op cit.
[17]Evans, et al op cit. p. 4.
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[19]Plager, Sheldon, J. in Lorne, op cit. p. 5.
[20]Zoglin. op cit.
[21]Evans, et al. op cit. p. 2.
[22]Bahar. op cit. p. 1.
[23]Middle States Commission on Higher Education (February 1959) p. 4.
[24]*Harvard Magazine* Vol. 82, No. 5 (May/June 1980) p. 5.
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Changes Ahead for Community Colleges

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The noted historian, Arnold Toynbee, observed that when civilizations fail to meet the challenges of change, they stagnate, decline,and die. The same can be said of educational institutions.

Colleges and universities have tended to become inflexible, traditional, and slow to adjust to changing needs. Historical highlights in American higher education are the founding of Harvard in 1636—the start of our first university; the modern addition of the land grant for universities in the 1860's; and the development of the first and only truly American higher education institution, the community college. President William Rainey Harper of the University of Chicago is credited with influencing the foundation of several public and private junior colleges in the 1890's, including Joliet Junior College, the oldest extant public junior college, founded in Joliet, Illinois in 1901.

During the 1960's, higher education enrollment increase in the United States was two and one-half times greater than in the prior three centuries. The 1980's is the end of a long period of growth in higher education that was five times faster than population growth. During the past two decades expenditures for higher education increased twenty-fold. Never again will we experience the growth of the immediate past. The end of an affair is a painful thing. There are shadows over the campus.

As the new decade begins, the vast and ambitious education programs of the Great Society are now 20 years old. The enthusiasm and energy that fueled them is waning. People are entering the 80's with fear. Lost purpose, not lost oil reserves, has plunged the traditional American optimism into the uncharacteristically bleak outlook that pervades the nation.

Despite all this, Clark Kerr, former President of the University of California, in a recent interview said:

> "I take a much more optimistic view of the future of the United States than most people do.
> "You see, the United States has gone through periods of disintegration and pulled itself together a number of times.... When we have been faced with big problems in the past, we've conquered them."

He cites as examples, the Civil War, the Industrial Revolution, World War I, the Depression, World War II, and the decline of American science before Sputnik. We can't subscribe to the notion that we are a defeated nation, condemned to further deterioration. The solution to the problem, at least partially, is to draw on resources which are cultural, scientific and educational and to implement and substitute these when possible for natural materialistic resources. The time has come to realistically evaluate our thirst for material comfort.

The future is always contained in the events of today. Education in the 80's will, as always, be dominated by two factors—say it as you will—demography and taxes, students and money, people and resources.

Major changes are occurring in the population age distribution. This is a charac-

teristic that determines the services needed and the public activities that society will support. A youthful society needs an extensive and vigorous educational program, as ours has had since World War II. An older society places higher priority on other services—health care, social security, recreation, transportation, and leisure—than it does on education. Ours has become an older society.

There is ample evidence that the rapid period of government growth and educational finance is coming to an end. This slowdown appears at each level of government—local, state, and federal Proposition 13 is the most dramatic example of the public's refusal to support increased governmental outlays. Our public education finance support system is partly justified by the reality that if people had to pay for the full cost of their individual education, they would not choose to have as much education as society as a whole needs. The question then becomes not only how much education does an older society need, but what kind of education will they support?

What does the future hold for community college education? What changes can we expect? The following are a few of the changes that are imminent:

1. There will be greater diversity in the classroom. As increased numbers of older, minority, foreign, handicapped and other disadvantaged students make up the student body, the problems of education increase greatly.
2. More fees and higher tuition are virtual certainties. The public is coming to the point where they won't support the tuition-free, open-door college. California, as the last bastion of the tuition-free community college, is destined to charge tuition in the future.
3. Students will have to take more responsibility for learning. Teachers will have the right and responsibility for charting the course, but they also need to have clearly stated objectives so students will understand the destination of a class.
4. More attention must be given to how to learn and less for facts and knowledge for knowledge's sake. Technology, television, and learning centers must play a bigger role in aiding the teacher to become more effective.
5. There must be a move from the Monday, Wednesday, Friday, and Quarter/Semester mode. Colleges must be open at times of day and year and courses must be offered for periods of time that accommodate people.
6. Conventional learning and traditional courses for transfer to upper division colleges will continue in the community college, but the percent of students who transfer to upper division colleges will continue to decline.
7. By the year 2000, three-fifths of the higher education students will be in community colleges. More attention will be given to life skill programs, community centers, and courses and seminars for industrial and community groups.
8. The Carnegie Foundation recommends that the community college play an important role in the youth service function. The Foundation suggests that this can be the sixth great role for the community college in addition to (a) academic transfer programs, (b) technical training, (c) terminal general education, (d) community service programs (instruction in non-academic, non-vocational subjects as requested by members of the community) and (e) community-based programs such as conference and cultural events.

The youth service function would involve being available to all youth in the community to advise on academic and occupational opportunities, to make job placements, to offer job preparation classes, to create apprenticeship programs, to make referrals to sources of legal and medical advice. Obviously, additional and specialized personnel will be required for this purpose.

Carnegie found that all countries have youth problems, but most modern countries have youth programs that help the transition from school to occupation.

9. Under the impact of declining academic performance of people in the secondary schools and the matriculation of students who formerly did not go to college, continuing emphasis will be given to remedial studies.

10. In 1992, the number of 18 year olds will reach the lowest level—22% fewer than the present time. The market for adults will remain high with competition from four-year colleges and universities not only for adults, but for students of all ages in most academic fields. Community colleges will devote more attention to the adult population, which is a natural for community colleges.

Society is burdened with a multitude of problems that can best be resolved in educational institutions. If community colleges will, and they can, adjust and change to meet the challenges of the times, they will be extremely busy working with, training, educating, and saving people of all ages, not only for the sake of the individual and the college, but for the sake of the nation as well.

Trustee Orientation: An Often Overlooked Necessity

Patricia McGlashan, Trustee
Bellevue Community College,
Bellevue, Washington

Trustee education is a necessity because, while all the campus activities are whirling around us board members, we *do* often forget to educate a new trustee—or maybe not think it important—or assume a new board member will learn by osmosis about the college campus and the statewide system. How is a trustee going to learn what he or she is there for?

I must first make two assumptions:
1. As soon as possible after assuming the community college trustee position, the trustee should be educated on local as well as system-wide community college information.
2. The more seasoned trustee will continue to educate himself or herself through workshops, questioning, reading, appropriate investigating and research, volunteering time for special committee work and so on.

Given these assumptions, I will give you some ideas for educating new trustees, based on my experience. When I came on our board for the first time, I was fortunate in having a board chairman who made a strong effort to make sure that I was educated in our own community college picture. Also I found out that that chairman had set a tone for *all* members of our board to continue that education. Also, during the past year and a half I have chaired the Trustee Education Committee for our State Trustees Association, and had some enlightening experiences —most of which were good.

Ideally, a new trustee must be willing to learn, and be willing to sacrifice valuable time to give to the necessary training. Otherwise, education is given and taken twice as hard. If resistance occurs, I would suggest that an orientation program be established as a tradition in which case it becomes automatic for each new trustee.

Who is responsible for educating a new trustee? I believe it is the board chairman. However, the president and his or her staff are going to play a key role in this process, and, therefore, must work together with the chairman.

As I mentioned before, the chairman of our board at the time I came on was alert to the fact that new trustee education was critical and provided two of us new members with a two-day orientation program. The first day was a *program review* by the staff, and the second day was a complete tour of campus.

The prepared program she presented was a *refreshing* program. She called it the *All College Revue*. This part of the program was the program review which began at 9:00 a.m. and ended at approximately 6:00 p.m. with some welcome refreshments.

Included was the district overview, instruction program, student services, general operations of the college, the board meeting process, and definitions of all those agencies we have in Washington State (WACC, TACC and FACC) to comprehend—not to mention our national organizations.

Although the written program appeared to be somewhat light and humorous, the actual performance was thorough, serious and enthusiastically given by all staff people. I was told on the side that the "Revue" was excellent for the presenters because they

had to get their concise but thorough outlines together and explain to us neophytes in an understandable fashion. The two days were exhausting, but full of pertinent information for us to absorb and trigger further questions. I highly recommend this excellent background of education.

The following month happened to be our State Trustee's annual meeting. That was also the year of a new Governor who had appointed a high percentage of new trustees —so the Washington State Trustees Association had devoted a day to educating new trustees on the Washington State Community College System. That was held the first day of the annual meeting. Of course, available there, too, was resource material from national organizations.

Two years later in the spring of 1979, the State Trustees Association conducted a mini-workshop given to all new trustees who had been appointed in the past year—again in conjunction with the annual state meeting. That session was a half-day session that met with a resounding success and the evaluation showed it. Our room was too small because we didn't expect almost 100 percent participation plus the more experienced trustees who decided to drop in.

The basis of that workshop was the importance of national associations, state associations, the state system and local boardmanship responsibilities and tools.

In January of 1980 the Washington State Trustees Education Committee became extremely active. That was partly due to the fact that our annual spring meeting was approaching, but mainly because we had a crisis on our hands. One of our state community colleges was having serious problems that involved the trustees, administration, faculty, students and the whole community. The upshot of this was that the Governor appointed a whole new board of five people. Naturally, there was quite a bit of unrest among all Washington State trustees, and also among our State Board members for community colleges. The State Board asked the State Trustees Association if we would take on the responsibility of better educating our trustees—particularly new trustees. Therefore, the Trustees Education Committee formed a three-pronged program to take effect immediately.

1. We recommended a list of questions that the appointing Governor's staff should ask a new trustee candidate such as their willingness to file the public disclosure papers, willingness to spend the time commitment necessary, willingness to attend state and/or national trustees meetings. These were sensitive questions, too, because we didn't want to scare any highly-capable candidates away.

2. We developed a Trustee/Mentor Program whereby the more experienced and interested trustees were asked to contact a new trustee outside of his or her own district. Then from that contact an invitation was extended to discuss, on a one-to-one basis, any questions that a new trustee may have and to make comments such as the importance of board teamwork, general responsibilities of trustees, Open Meeting Act information, and so on. This again is to be treated as a very general discussion and to let the trustee know that if at any time that trustee has a burning question or problem on trusteeship there is someone to help.

3. An all-day workshop for new trustees was scheduled for a Saturday so that working people could participate. However, due to lack of registrations, we cancelled this workshop and shifted to another mini-workshop in conjunction with the annual meeting. I believe the lack of registrations was because it was only three weeks prior to our annual meeting.

Other ideas which you may explore:

1. A formal training program could be given patterned after one that was developed by one of our community colleges aided by

grant assistance. This was a two-day workshop for community college trustees and, also, all board trustees from industry and diverse organizations.

2. Perhaps legislation should require the new trustee to attend a training workshop before the Senate confirms the appointment. For the elected trustee, I would like to think just the incentive of the next election would encourage the trustee to educate him or herself.

3. You might suggest to new trustees to observe another community college board meeting in a different district. This has been done in our state successfully.

In summary my recommendations are:

1. The local community college must plan an orientation for each new trustee under the responsibility of the chairman, but involving the campus staff.

2. The State trustees association, if one exists, must take an active part in the education of trustees such as the trustee/mentor program and workshops especially geared for new trustees, but always open to all trustees.

3. Timing is particularly important. Too many meetings tire out the new trustee, and too much too soon after assuming the trusteeship can discourage the new trustee.

4. The local board and chairman set the tone for participation in board education. Their enthusiasm and dedication pave a like path for the new trustee. The college presidents should encourage participation in trustee education.

5. Listen to the new trustee. Bringing in new views educates us as to the readiness of that trustee to learn. Much of the time we are gaining an already experienced board member who can teach us. Respect goes both ways and even goes further in creating teamwork.

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Community Colleges: The Issue Of Unused Institutional Capacity And The Adult Learner

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As we enter the decade of the 80's the term "*unused capacity*" will prove to be an important one from several perspectives. The term implies both a lack of *full utilization* of the resources of an organization and in a broader context a general inability to realize the *full potential* of an organization in the societal context. The future likelihood for maximum exploitation of higher education potential or strategic opportunity will increasingly rest on higher education's ability to serve the adult student population in the immediate decades ahead. Future public policy debates regarding the use and meaning of the terms "*unused capacity*" and "*excess capability*" will prove lively for those of us involved in public and private higher education.

Howard Bowen's paper "*Adult Learning, Higher Education, and the Economics of Unused Capacity*" makes an optimistic case for future expansion of higher education through the productive utilization of resources currently in place. The central theme posed relates to the not so new market of adult learners and the potential opportunities available to institutions of higher learning that are either willing or capable of developing programs to address the emerging needs of new adult markets.

I would like to expand upon the two general conclusions posed by Bowen in his paper and add to the debate several specific observations regarding the nation's 1200 two-year public and private community colleges, approximately 600 of which have been created in the past two decades. In this context, the following three propositions would appear to carry Bowen's two general conclusions regarding unused capacity even further along an optimistic line as higher education confronts the future and adult learning. I believe the real questions we face for the future will relate to both institutional actions as well as public policy considerations.

- Proposition One: Comprehensive community colleges now located throughout the nation and specifically those in major urban metropolitan areas represent the most under utilized capacity in higher education today.

- Proposition Two: The realization of a nation of educated and well-trained people[1] will occur more rapidly if the full capacity, potential and commitment of community colleges developed over the past two decades is put to work in pursuit of this lofty goal. As the nation continues its movement to achieve the dual goals of social justice and universal access (not to be confused with the false egalitarianism of universal attendance,) including some form of productive post-secondary education and training for adult citizens, community colleges must play a leadership role.

- Proposition Three: The eradication of adult illiteracy must be a key goal in any national, state, local or foundation strategy related to adult learning if the concept is to be more than another layer of icing on an already burdened cake. The social, political and philosophical obligation of higher education institutions supported by government must be to support the development and maintenance of a nation safe for democracy through an educated and well-trained citizenry, rather than the more narrow goals related to individual institutional survival.

Permit me, then, to comment briefly on these three propositions.

Community Colleges: A Question of Capacity and Its Utilization

In order to grasp a full appreciation of the concept of unused capacity related to the 1200 public and private community colleges now located within one hour's commuting time of 95% of the nation's adult population, it is necessary to understand the dimensions of these community-based institutions.

- Between 1950 and 1978, the number of two-year colleges increased from 527 institutions (evenly divided between public and private) to 1172 institutions (approximately 75% public and 25% private).[2]

- The 645 new community colleges created in the 28-year period represent on the conservative side a capital investment of $16 to $20 billion dollars in new plants, including cultural and arts facilities, well-equipped modern learning laboratories, latest state-of-the-art television systems, radio systems and modern computer facilities dedicated to administrative as well as academic/instructional computing.

Community colleges moved from a position in 1950-51 of representing 16% of the nation's total higher education institutions to 30% in 1977-78. In 1950-51 community colleges were serving only 7% of the nation's enrollment in higher education. In 1979 these institutions were serving 39% of all undergraduate students. While comprehensive data on the community college student is still lacking, the reported average age of community college students is now between 25-30 nationally. The jump in number of students served was the result of several factors related to capacity, among these are:

- open admissions,

- low tuition,

- location,

- comprehensive curriculum specifically designed for adult populations either entering or changing places in the work force,

- carefully worked out articulation arrangements with social service agencies, proprietary schools, governmental units, libraries and four-year institutions serving the differentiated needs of adult citizens,

- full day, evening, weekend and summer programming and scheduling both on and off-campus designed to meet the unique learning requirements of local communities,

- the creative use of television, radio, computers and newspapers as part of the expanding concept of learning resources and the related use of the broader community as a learning laboratory.

Through the accepted use of part-time professional teaching faculty on an equal professional basis with full-time faculty in the classrooms, community colleges have remained highly "flexible" in their willingness and ability to respond to the changing needs and requirements of a heterogeneous and increasingly older student population. This practice appears to be a positive factor in planning and implementing future programs designed specifically for adult learners.

"A Nation Of Educated People:" Underserved Populations

Unlike traditional institutions of higher learning, but in the mode of the land grant colleges and universities, community colleges have historically viewed their mission as tied directly to and emerging from the needs of local citizens and local and state interests. Whether addressing the accepted functions of transfer education, career or occupational training, community and student services or the more recently prescribed functions of youth development,[3] community development and economic development, community colleges have viewed their roles as pragmatic responses to changing societal needs. In this context, community colleges

are already willing and committed respondents to the needs of the so-called "non-traditional adult students." Veterans, displaced homemakers, mature women, elders, minority populations, welfare clients, currently employed workers, and CETA trainees have all asked for and found access and opportunity in the nation's two-year community colleges. Institutional response to these special groups and to the more traditional populations have provided an essential and needed capacity to the nation's capability to create a truly educated and well-trained citizenry.

In the decade ahead, American higher education will be called upon to demonstrate its capacity to respond to the continuing, as well as entry level, education and training needs of policemen, firemen, emergency medical technicians, allied health professionals and para-professionals, nurses, doctors, lawyers, accountants, and realtors seeking certification or recertification in their professions.

Likewise, more adequate responses must be developed for the thousands of American workers who have been and who will be dislocated as a result of the severe economic conditions and the demand for reindustrialization which the nation will continue to face. The demands on the nation's higher education capacity will be taxed severely in the two decades ahead. Issues related to higher education's willingness or ability to respond will outweigh the questions related to the capacity to respond. It is increasingly clear to those of us in leadership roles in the nation's two-year colleges that the traditional responses to non-traditional needs will not be adequate to address properly the emerging demands.

Community colleges individually and in consortia arrangements will continue an organized and systematic attack designed to address the needs and requirements of American adult learners.

Adult Illiteracy in America: A Time For Unapologetic Commitment

Clearly a basic societal priority and the need for resource mobilization in American higher education institutions in the two decades ahead relate directly to the problem of adult illiteracy. A recent Ford Foundation study highlighted the continuing problem of illiteracy among the 54 to 64 million Americans identified as falling in this category.[4] Additional studies of the Committee on Economic Development and the Department of Labor, document the slow evolution of a permanent underclass in America. The nation's anticipated problems related to adult illiteracy, structural unemployment, an emerging underclass and the lack of systematic commitments to adult education in the two decades ahead, are inextricably tied to any national or local program of economic revitalization. Commitments of America's business and industry in line with major American institutions, including higher education, will miss the mark in mounting and supporting successful programs related to adult learners that do not include a major focus on this concern.

The track record of community colleges in serving adults in the area of adult basic skills, remedial and developmental education is clear. Major national and institutional resources have been committed in the past two decades to these areas. A large cadre of professionally trained faculty at the masters and doctoral levels with special skills in this area has been developed in two-year colleges. The opportunity to deploy this professional group and its potential to this critical national problem is a serious question related to opportunity and utilization.

Innovation and experimentation with competency-based, individualized, self-paced learning programs will be an essential component of any institutional or national strategy to address the problem of adult illiteracy. Experimentation with Control Data Corporation's Plato Basic Skills Computer

Programs now underway in a number of institutional and non-institutional settings will be important in addressing the "opportunity question" which higher education institutions should address through stronger public/private sector agreements.

The research of James Coleman on equal education opportunity in the 1950's, and the Kerner Report developed after the riots in our cities in the 1960's must be re-analyzed in light of the concerns now being expressed by minority leaders regarding the changing moods and commitments of America to its minority and disadvantaged citizens.[5] The implications and evidence of the changing mood notion is that we as a nation have lost the will, not the capacity, to respond to the legitimate and continuing needs of the black, other minorities and non-traditional populations in the nation. I believe that those of us who would debate the issue of institutional capacity to serve the needs of adult learners must address the concerns within the context of this larger definition of the problem. It is clear that community colleges located in the nation's large urban centers have no choice in this regard but to respond to the issues.

Conclusion

Community colleges by design and circumstances have over the past three decades individually and collectively become essential components of a network of learning opportunities and options for adults seeking to fulfill their personal and career potential. In this regard, in light of the education capacity which they represent, two-year community colleges must be viewed as essential components of any larger strategies to address adult education in the decades ahead.

William Hyde and John Augenblick in a recent report from the Education Finance Center of the Education Commission of the States noted that "The mission of community colleges is changing and will continue to change substantially in the 1980's, and those changes raise major (public) policy issues."[6] They pose several key questions which will require careful definition as well as clear national and institutional directions if a more systematic plan is to prevail, as inter-institutional battles heat up in the competition for larger shares of the shrinking pool of traditional students likely to attend higher education institutions in the decades ahead. The questions which they raised and which will become part of the national policy debate are:

- Should a greater division of labor among postsecondary institutions be encouraged so that institutions receive funds only to undertake those activities that they perform best among all institutions?

- Should financial incentives be provided to encourage more first-time students to enroll in public four-year institutions with excess capacity rather than continuing to expand community colleges?

- Does the stress on low tuition make sense given the availability of student financial aid?

- The reliance on credit hour or contact hour production as the key to funding public higher education may be an anachronism with a growing portion of community college instruction not given for credit and not given in the classroom. What financing alternatives are available?

While I agree with the conclusion posed by Hyde and Augenblick that how these questions are answered will be of critical importance to community colleges specifically and postsecondary education generally, the real questions and conclusions regarding the future for adult learning will relate more directly to will and commitment rather than to finances, institutional survival and historical biases as a first order of business.

In assessing the job to be done in the next two decades in light of the *unused* capacity of higher education, including teachers, sup-

porting staffs, buildings, equipment and programs, the record of past performance and capacity of institutions in the area of serving adult learners must be the starting point for assessing expanded opportunities for the future.

To spend time discussing institutional survival or issues related to organizing new marketing programs for institutions seeking to attract a larger share of a declining pool of students, instead of determining realistic and meaningful ways to address the expanding societal and adult learner needs, will be somewhat like engaging in the process of rearranging chairs on the deck of the ship—Titanic.

[1]Howard R. Bowen, *"Adult Learning, Higher Education, and the Economics of Unused Capacity,"* The College Board, New York, 1980, page 23.

[2]W. John Minter and Howard R. Bowen. *"Preserving America's Investment in Human Capital,"* American Association of State Colleges and Universities, Washington, D.C., September 1980, pages 2-3.

[3]Clark Kerr, "Changes and Challenges Ahead for Community Colleges," *Community and Junior College Journal*, Volume 50, No. 8, May, 1980, page 8.

[4]St. John Hunter, Carman and David Harman, *Adult Illiteracy in the United States*, NY: McGraw-Hill Publishers, 1979, page 7.

[5]Faustine Childress Jones, *The Changing Mood in America: Eroding Commitment*, Washington, D.C.: Howard University Press, 1977, page 4.

[6]William Hyde and John Augenblick. *"Community College Students, Costs and Finances: A Review of Research Literature,"* Education Commission of the States, Denver, Colorado, September, 1980, page 102.

[7]Ibid.

The Bottom Line—Board Self-Evaluation

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The management of community colleges has become increasingly complex because of declining enrollments, increased emphasis on vocational-technical education, the trend towards more central control, the rapid advent of collective bargaining with increased faculty and staff militancy, increasing demands of special interest groups, more and more emphasis on other needs of society, the encroachment on the role of community colleges by four-year colleges and universities, declining academic performance and over-inflated grades, more legislative scrutiny, increasing disenchantment of the tax-payers toward education in general and the increasing cost of attending college in particular, and the recent advent of student consumerism.

As the complexity of management increases, so do the responsibilities of trustees. Compared to a few years ago, being a trustee today is much more difficult. The reasons are numerous. More frequent changes are required of community colleges today than at any time in the past.

To be effective, trustees must be aware of the factors causing change in their institutions. A board self-evaluation is an excellent tool for trustees to use in determining whether they are well informed about the management of their institutions.

I would like to provide the framework needed for a board to develop its own self-evaluation program which reflects the board's expectations of its efficiency and effectiveness. The evaluation program established by a board can also be used very effectively in an orientation program for new board members.

First, we need to define what we mean by the terms evaluation and effectiveness.

Evaluation: The process through which results are measured and compared with *predetermined* standards.

Effectiveness: Providing evidence regarding the degree of accomplishment of *specified* trustee responsibilities and *pre-determined* goals of the board.

There are at least four characteristics of a good self-evaluation program:

1. The evaluation program should be internally motivated. If the program is seen as a way to improve the effectiveness of the board and the institution, it is more likely to be effective. The board must be committed to the need for periodic self-evaluations.

2. The program should include an opportunity to establish annual and long range goals.

3. The evaluation process should not be a long, cumbersome or complicated process for individual trustees. The process is as important as the product.

4. Improvement in the institution and in the accomplishments of the board should occur as a result of the evaluation process.

Boards should have a clear understanding of the goals they hope to achieve with their self-

evaluation program. There should be a general consensus on each goal.

Listed below are six goals that should be considered by any board in the process of developing a self-evaluation program:

1. To determine strengths and weaknesses of the board as a whole.
2. To determine strengths and weaknesses of individual trustees.
3. To determine the effectiveness of the performance of the trustees in achieving the annual and long range goals established by the board.
4. To determine the effectiveness of the policies established by the board.
5. To determine the effectiveness of the operating procedures of the board.
6. To improve the operations of the college through better board policies and effective board procedures.

The process of conducting a board self-evaluation should result in many improvements in the operation of the college and the board. Examples are:

—Trustees become more aware of changing conditions that impact on their institutions.
—Trustees become more aware of community needs.
—Trustees avoid getting into a rut.
—Trustees become more informed about their duties and responsibilities.
—The evaluation process reinforces the team concept.
—Trustees become more informed about the needs of the institution and college employees.
—Communications are improved throughout the institution and between trustees.
—There is better delineation between functions of the board and those of the president and his staff.
—Improvement in the long range planning process.
—Improvement in the goal setting process.
—The bottom line - a more informed board overall with improved policies and procedures.

Boards have taken different approaches in establishing self-evaluation programs. The most common approach appears to be the "check-list" approach. An evaluation form is developed that permits trustees to check their responses to questions. The questions are usually arranged by categories. Depending on how the question is asked, the trustee can check a "yes" or "no" response, or circle a number on a sliding scale with increasing value from 1-5. There are many variations of this approach, but they essentially work the same way.

An example of the "yes" - "no" approach is the evaluation form developed in Florida a few years ago. The form had twenty questions on it that could be answered by checking a "yes" or "no" by each question.

Sample questions on the form:

Yes No
__ __ I have attended at least 80% of regular and called meetings.
__ __ I have made a continuous effort to observe the Code of Ethics.

I doubt very seriously whether this approach to a self-evaluation has been successfully used over a period of time at any college or that it makes a productive contribution to achieving the aforementioned goals when attempted.

An example of the "sliding scale" approach is the evaluation used by the Highland Community College Board located in Freeport, Illinois. This board developed questions and arranged them in the following ten categories:

1. Institutional mission and educational policy
2. Institutional planning
3. Physical plant
4. Financial resources and management
5. Board organization
6. Board/president relations
7. Board/faculty and student relations

8. Board/community relations
9. Board/governmental relations
10. Personal characteristics/strengths

Rating Scale
(Circle One)

Poor	Below Average	Above Average	Average	Excellent
1	2	3	4	5

Typical Questions

Category I - Institutional Mission and Educational Policy
—Does the board have a clear understanding of the statements of institutional mission and policies?

1 2 3 4 5

Category II — Institutional Planning
—Does the board have sufficient and comprehensive long-range planning activities underway?

1 2 3 4 5

Category V — Board Organization
—Does the board have adequate procedures and policies for the conduct of board meetings?

1 2 3 4 5

Category VIII—Board/Community Relations
—Does the board keep itself well informed about the educational and manpower training needs of the community?

1 2 3 4 5

These are only examples. Several questions were asked under each of the ten categories. Some boards use a different ranking scale but the process is similar. I know of no reason why any one ranking scale has to be used.

The key to using either of the two approaches just described is having a good understanding of the functions, duties and responsiblities of the board; and establishing performance standards for trustees.

Normally, the functions, duties and responsibilities of a board are set forth in the legislation creating the community college system in a given state. Sometimes, depending on the state, they are also specified in the State Board of Education Rules and Regulations. In Florida, they are found in the Statutes as well as in the State Board of Education Rules manual.

What is usually not given are the trustee performance standards. Generally, local boards have to establish their own performance standards. In 1975, a committee of board members, presidents, and state staff members developed a list of twenty trustee performance standards for the community college system of Florida. The standards correlated closely with the functions, duties and responsibilities of the local boards.

Examples of Trustee Performance Standards in Florida:

1. The single most important function of the board is the selection, evaluation, and retention, through contract, of the best available college president.
2. Insure that all college business and/or problems are channeled through the college president for action and recommendation to the board.
3. Cooperate in the establishment of the development of a comprehensive set of policies to govern the college district.
4. Work toward completing and periodically updating short range and long range planning programs.

Although Florida spent considerable time and effort in developing guidelines and a suggested evaluation program, it is my understanding very few colleges bother to use them. I think this is true generally across

the country. I don't personally know of many boards that have established a self-evaluation program.

Florida has moved away from the approach I described above to an entirely new approach which I believe will be better. The Legislature passed a law a few years ago that required the State Board of Education (SBE) to prescribe minimum standards for community colleges pursuant to recommendations made by the State Community College Coordinating Board.

The law requires that such standards shall assure quality education, system-wide coordination, and that the purposes of the community colleges are attained.

The standards prescribed by the SBE are viewed as comprising "a system for the exercise of local control" of community college education, and/or providing the basis for accountability of boards of trustees for the exercise of responsibilities vested in them.

The evaluation process begins with the board of trustees and the administration compiling evidence to indicate their position on each of the standards.

A District board of trustees is free to present any kind of evidence it finds appropriate. The report made by a board of trustees must include the assessment of its position on each standard and any other information it elects to submit on the forms prescribed for the report.

The report must include a statement of the College's mission and an explanation of the process used by the District board of trustees in evaluating the accomplishment of the standards.

The board's self-evaluation report is sent to the State Community College Coordinating Board who will prepare a final draft for the SBE after they have reviewed the report with the local board submitting the report.

Should the SBE determine that a college is not meeting the standards, the State Coordinating Board for Community Colleges must recommend to the SBE and the local board of trustees those actions needed to enable the College to meet the standards.

This self-evaluation process must be repeated every three years.

In summary, the new Florida approach requires local boards of trustees to evaluate the activities of their college to report how well their colleges are performing in relation to the standards, to substantiate their conclusions and opinions, and to correct any deficiencies.

The SBE has identified seven accountability standards to be met by the local boards of trustees:

1. Needs Assessment. Needs assessment includes the process of identifying, understanding, and synthesizing the needs for educational services within the district through the use of valid and pertinent information. Each college shall have a formal procedure for reviewing the needs of its district periodically. Such a review shall attempt to obtain current and accurate information concerning the educational services needed by the people within the district which could be made available by the college pursuant to its mission, and, when possible, shall be in cooperation with other institutions serving postsecondary educational needs.

2. Student Goals. Each college shall provide a system which enables students who are in need of its services to set short or long-term educational goals for themselves and to utilize programs and services of the college to attain these goals. Such a system shall recognize the fact that many students establish their goals without direct assistance from the institution. Consideration of student goals shall be an important part of the

institutional planning process.

3. Personnel Decisions. The college shall establish a process which will enable it to make personnel decisions which select and retain employees who can be successful in helping the college accomplish its mission. The process used shall involve selection, development, evaluation, and retention procedures which are related to successful performance of the responsibilities for which the personnel are employed without regard to race, color, ethnic background, handicapped status, age, religion, or sex.

4. Equal Opportunity. The college shall provide equal access and equal opportunity to its programs and services for all eligible students in its service area without regard to race, color, ethnic background, handicapped status, age, religion, or sex.

5. Program Plan. The college shall operate under a comprehensive, long-range plan for program development. Such plan shall be used for establishing programs and service priorities and shall be consistent with published statements of expected outcomes for each established program. An objective of this plan is to enable the college to allocate its resources in such a manner as to produce the greatest benefit to the college service area.

6. Program Evaluation. The college shall evaluate the operation of its programs and services periodically to determine if the expected outcomes are being achieved. The evaluations shall determine the effectiveness of the use of resources, including the use of placement and follow-up data, as a means of determining program and service improvements. This process assists the college to maintain programs and services which are relevant to the needs of the service area. Effectiveness relates to the degree that the programs are meeting their objectives; efficiency relates to the economical use of resources utilized to support the programs. The emphasis of this sub-section is to promote the operation of an effective program at a reasonable cost.

7. Differentiated Responsibilities: The responsiblities of the board and the president are identified by statutes and rules, and both the board and the president are held accountable for the implementation of these responsibilities. A college is operated through the board's chief administrative officer, the president. This standard intends that there be a clear distinction between the policy-making function of the board and the policy-implementing responsibility of the president. The board and the president shall limit their functions to those which are properly assigned.

The State Coordinating Board for Community Colleges has developed a format to follow in developing the report. The staff of the State Board has also prepared a list of questions for each of the Standards that local boards might wish to consider when conducting their evaluation. In addition, the staff has compiled a sample list of evidence that could demonstrate implementation of and compliance with each standard.

For example, Standard Five — Program plan — the following questions are suggested:

1. Has a comprehensive long-range plan been developed?
2. Is the long-range plan consistent with the current needs assessment and physical facilities survey?
3. Are there published statements of expected outcomes for instructional and support programs?
4. Are these outcomes measurable?
5. Have priorities for programs and services been established?
6. Is supporting information available indicating the basis for setting priorities?
7. Are the personnel involved in the planning the operation of programs and services thoroughly familiar with the contents of the long-range plan?
8. Are there provisions for determining if and/or how well college operations follow the

long-range plan or for modifying the plan accordingly?
9. Are there provisions for revising the long-range plan?
10. What specific benefits, if any, are realized as a result of having and using the long-range plan?
11. Do job descriptions and staff responsibilities support the long-range plan?
12. What resources are committed to support the college's effort to meet the standard?

Evidence that could demonstrate implementation of and compliance with Standard Five are as follows:

1. Plans, procedures, schedules, statements of expected outcomes, policies, role and scope statements, etc.
2. Lists of current and proposed programs and services in order of priority and the rationale for assigning the priorities.
3. Assessment of the implementation of the plan.
4. A description of the planning process.
5. Job descriptions and related competencies that support the planning process.
6. Other documentation indicating performance in relation to the standard.

Although the new Florida approach to board self-evaluation holds the local boards of trustees responsible for making sure the standards are being met, most of the boards are working very closely with the president and his staff in conducting the evaluation process.

Higher Education And The Federal Government: The Next Four Years

United States Senator Charles McC. Mathias, Jr.,
of Maryland

American politics is entering a new era. The traditional ideas about public spending have suddenly been ordered to stand up and account for themselves. That is a useful exercise. Certainly there have been more than enough public mistakes in recent years. But as we conduct this review, we must take care not to throw the baby out with the bath water.

Education watchers all over our nation's capital are busy speculating about what education strategies and legislative initiatives will get top billing on the agenda of the 97th Congress. In 1982, the nation will spend approximately $220 billion on education activities. Three-fourths of that amount will come from public sources; approximately one-eighth will come from the federal government. The legislative action of our country's community colleges this year should be directed toward seeing that education gets the high priority in the federal budget it deserves.

The odds are that active trustees and educators will have the information, the contacts, and the access they need to get support for their programs and proposals. The question is whether or not they are willing to put their energies to the task of shaping educational policies which meet the demands of the 1980's. To do so means they must understand the federal dimension.

Community colleges made a relatively late start in American education history, but they've really made up for lost time. In fact, during the last quarter century the community college has been the Horatio Alger of higher education.

Emerging from rural America, full of the frontier spirit, the community college came to the city and settled—at first tentatively, even uncomfortably, but then firmly—beside the high school and university. For an educational newcomer, community college growth has been unprecedented.

Since 1960 the number of community colleges tripled, from 315 to 924. During the same period the number of community college students increased nearly tenfold, from 392,000 to 3,873,000. The National Center for Education Statistics reports that community colleges now enroll over one-third of all undergraduates in American colleges and universities.

These statistics reflect the vital role community colleges play in broadening access to higher education. And in this country access to education is the key to opportunity.

Community colleges have made themselves an accepted, needed, successful force in our education hierarchy. Full recognition of their achievements is overdue.

Such a golden period of growth—both in funding and popularity—could not have been accomplished without federal help for community colleges and their students. Indeed, even a cursory glance at America's schools and colleges reveals how much federal programs have done to change the education landscape of the nation.

Today over three million students, or more

than one out of every four enrolled in higher education, receive aid under one or more federal assistance programs. This is more than double the number that received federal aid only seven years ago.

Federal assistance has had a dramatic impact on minority enrollment. Twenty-five percent of the minority college-age population now is enrolled compared with only 13 percent a decade ago. Last fall more than two million minority students were enrolled.

Now, however, the demographic, economic and social environments are changing. Community colleges and, in fact, almost all institutions of higher education may have reached a fragile equilibrium between growth and stability. Instead of the problems posed by spectacular growth, college trustees must face some critical new problems:

—Your balance sheets show a sharp decline in capital outlays, and it is showing on your campuses in deferred maintenance of physical assets.

—You have been drawing down reserves to meet current operating expenses and that shows up as deferred maintenance of your financial assets.

—Faculty compensation is failing to keep pace with inflation, and that is really deferring maintenance of human capital.

—Enrollment is rising only slightly, while declines are projected for the near future.

—High school students are increasingly ill-prepared for college work, which results in more expensive remedial programs.

—Finally, some new costs are pressuring higher education—the costs associated with greater access for the handicapped, collective bargaining, affirmative action, and women's athletics.

We in government have proved, I think, that we are not callous toward the changing situation of community colleges and their needs when we are aware of them. The Association of Community College Trustees worked hard to familiarize the Congress with your problems last year when we were enacting the Higher Education Amendments and, as a result, most of your legislative objectives were accomplished. The Higher Education Amendments of 1980 include a number of features which ought to help sustain community colleges.

For example, ACCT worked to make certain that the educational needs of older, independent and part-time students were not bypassed. These so-called non-traditional students—who are actually in the majority at community colleges—have often posed problems for student aid systems, academic programs and admissions processes.

During the 1970s, the enrollment of students who did not conform to the profile of the typical college students of the 1960s and earlier increased dramatically. The Bureau of the Census reports that between 1970 and 1978 the number of students older than the traditional college ages of 18 to 24 grew by 90 percent, or by over one million students. That growth rate is nearly three times the rate of increase for total enrollment over the same period.

Women have changed the traditional profile still more. Women outnumbered men on college campuses for the first time in the fall of 1979.

In a variety of ways, the Higher Education Amendments address the needs of these students and of the institutions where they study.

Over the past decade student aid programs under the Higher Education Act have been open only to students enrolled half-time or more. The new law permits schools to use some of their grant and work-study funds for students who attend classes less than half-

time.

Looking to the future, the act authorizes a Commission on National Development in Postsecondary Education. The Commission, if funded, would study the remaining barriers to adult postsecondary education and examine the responsiveness of federal programs to this student group.

ACCT also advocated changes in direct institutional aid. The new law requires that *at least* 24 percent of the funds for strengthening institutions be set aside for community colleges. Under the old law, the figure was 24 percent and no more. The law also raises from 24 to 30 percent the community college set-aside for aid to institutions with special needs.

The new law increases the grant and loan limits in the student aid programs. The Basic Education Opportunity Grants program now awards some $2 billion in grants a year to over 2.5 million students under a federally-structured need analysis. The new law renames these grants Pell Grants, in recognition of Senator Claiborne Pell.

Congress weighed carefully the extent to which Pell Grants can cover a student's total cost of attendance. Under the old law, these grants were limited to 50 percent of college costs, including tuition, fees, books, living and commuting expenses. The new law replaces the half-cost provision with a formula which could raise coverage up to a maximum of 70 percent as early as the 1985-86 school year.

Under the National Direct Loan Program, students in the first two years of study can now borrow a total of $3,000 up from $2,500 under the old law.

I don't need to tell you how successful these grant and loan programs have been. Because of these programs a whole generation of low- and middle-income families—often for the first time—have been able to put their children through college. Admittedly, this success has cost the government dearly. Since 1965 federal student grants, loans and loan guarantees have expanded from $250 million annually to $6 billion.

Earlier this year, Education Secretary Terrel Bell told the National Association of Independent Colleges and Universities that "a frightening escalation of federal student aid outlays...adds to a very serious (national) economic situation." He went on to say that "we must face some very difficult choices to bring our part of the federal budget under control."

So it certainly should come as no surprise that the President had some words on higher education in the program for economic recovery he has proposed to the nation. He calls for big cuts in student loans and grants.

The President proposes to rescind $338 million already appropriated in the current year and to reduce by $1 billion the appropriations needed to maintain the current services in the fiscal year starting this October. In fact, over the next five years, the President proposes combined reductions in student assistance of nearly $9 billion.

Perhaps some student assistance can be pared down a little. But before Congress takes a butcher knife to the higher education part of the budget, you had better remind your legislators that education has brought opportunity to many millions of young Americans for whom, in an earlier generation, it would have been foreclosed. Education has proven to be the greatest engine we have for economic opportunity and social justice.

I believe that we must maintain this nation's financial commitment to education. When you invest a dollar in education in America, you are investing in America's future. You are buying this nation something it sorely needs. An investment in education improves our economy; it strengthens our democracy; it enhances our true national security and it enriches our lives.

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With the federal government imposing new limits on spending and on the services it funds, education is one of the best, most cost-effective methods for securing the future of our nation. British Prime Minister Benjamin Disraeli said it well in the House of Commons more than a century ago: "Upon the education of the people of this country the fate of this country depends."

Young people today make up two-fifths of our population but all of our future. Each young adult deserves the chance to prepare for a worthwhile career and the opportunity to enjoy the satisfaction that comes with making a productive contribution to society.

If they are to have that chance and opportunity, we must maintain the necessary national investment to bridge the financial barriers to higher education. We can do this without abandoning our fiscal responsibilities.

I can think of no group of people better prepared or better qualified than community college trustees to stand up and account for our public investment in education. I urge you to work with your Association and to do all you can to insure that higher education retains a priority in the federal budget.

Our future depends upon it for, as H.G. Wells observed: "The salvaging of civilization is a race between education and catastrophe."

The Power and Politics of State Education Policy

Barbara Roberts, Trustee
Mt. Hood Community College
Gresham, Oregon
Member, Oregon House of Representatives

Politics is a characteristic of education at all levels—federal, state and local. I would like to focus on the state level as it interacts with the role of the local board member. I have two reasons for doing that. First, that's the area I understand best and second, I believe state government has a greater effect on community colleges than the federal government. State government affects us more directly and, conversely, is more accessible to us as board members, trustees and administrators. So what I would like to share are some ins and outs, dos and don'ts, on how to impact the state government as a community college board member.

Recognizing there's a great difference among the states in how community colleges are governed, and that there is a difference among state legislatures and their priorities, and that there are even differences in how local board members are selected, I still think there are significant commonalities that relate government at the state level to your colleges and your own potential for impact on the legislative process.

The first thing to note is that the state legislature makes the laws affecting elections. This is especially significant in those states which rely on local property tax and locally elected board members. The conditions and jurisdictions for electing local board members and the dates for elections relating to bonds and budgets and other levies all have a significant influence on the daily life and the annual work cycle of a local board member. These may seem like incidental or minor laws, but when you think about it, they affect student aid, they affect building programs, they affect the whole collective bargaining area, and they define the roles of the different educational segments in each state. The state legislature strongly influences or directs a wide range of policies that decide who we are and what we do in education. The most significant impact they have, of course, is on funding and that's the one most of us feel strongly about and the one that we are influencing least effectively.

Each trustee is either elected or appointed. Both methods are political processes. Our institutions are created and usually funded based on decisions made in the political arena, either through direct elections or legislative actions. We are a public governmental body and we are politicians in the eyes of our local citizens. *We* may not think we are politicians and *we* may not think we are government, but you better believe your local citizens believe you are. *We* all believe that we are public servants, but *we* are "politicians" in the eyes of those who elect us. We are subject to the laws and the bureaucratic rules created by other politicians. So with that *very political* framework in mind, let me discuss lobbying—lobbying in your state legislature for what you need and want.

Many people are even more uncomfortable about the term "lobbyist" than they are about the word "politician." If there's one thing they don't want to be, it's a lobbyist. If there's a second thing they don't want to be it's a politician. But, if we are going to succeed in being strong and viable representatives of community colleges, we have to have both of those things. I used to be a lobbyist (before I went straight and became a

politician). I was an unpaid lobbyist for emotionally handicapped children for a number of years in Oregon and when people talk about special interest lobbies—well, I did have a special interest, emotionally handicapped children! So I began to perceive that there was a way to make people feel differently about lobbying when they understood that a special interest doesn't necessarily mean a negative interest. When the special interest relates to something important and special to you, something you care about and want to impact, it's quite a different story. So I took on the job of trying to change the image of the lobbyist. I traveled around the state speaking to the Kiwanis, the Junior Chamber of Commerce, the garden club, telling them how wonderful and important lobbyists were, at least from my point of view. I kept getting, "What's a nice girl like you doing in a place like this?" And I'd answer, "I'm doing what needs to be done!"

People's negative feelings about lobbying are brought into particularly sharp focus during the budget process. They fail to realize that the budget process, like other legislative processes, is fundamentally political in nature and not well served unless each party with an interest in the decision states its case as forcefully as possible. Let me give you an example. Let's assume the legislature is trying to decide whether to allocate money for a new jail or a new building on your campus. The district attorneys have been talking to their legislators, the sheriff from a legislator's county has been talking to him (or her). A woman shows up at the legislator's office and says "My daughter was raped by this guy and they couldn't confine him because they didn't have enough jail space." Local judges talk to the legislature. County commissioners begin to talk to the legislature. While all these things are happening, the momentum for the construction of a jail is building and the need for a jail is being emphasized *again and again and again* with forceful, strong arguments. Meanwhile, we as community college board members, send a few letters to our local legislator and that's it. *If we do that!* And then we wonder why they build a jail instead of a building on our campus. Those kinds of trade-offs are a part of the process because there's usually not enough money to do both. The difference is, the jail advocates did their job and we, too often, do *not* do ours.

Your state association can't do it all for you. Not by itself, no matter how strong, how good or how well staffed it is. The reason is that it is not possible for the small staff most of our associations have to have the kind of impact effectively and collectively on legislators that their home town board members can have. *Trustee involvement is the key.* And not *just* when you need a legislator, not *just* when it's time for a vote and they have something you want. You need to start earlier than that and lay the groundwork.

One of the first things you need to do is **know your legislator.** Not just their name and which district they represent and that they are a senator or state representative, but actually know something about the person. What do they do for a living? Do they belong to a lodge? Where did they graduate from college? What state is their wife from? How many kids do they have? There are millions of questions of a friendly nature that can help you come to know and understand that person better. How did they get into the legislature? What's their background? You might feel differently about a person if you know that person was a community college board member 20 years ago in another state or if they are currently on a board of trustees of an institution of higher education or on an elementary and secondary education school board. If you both, for instance, graduated from the same state university, you may have something in common that you can use to begin a working relationship with that person on a more human level.

The second thing is that you must **know the legislative process.** You cannot come down to the legislature the day the vote is happening and be effective. You need to

know how your state legislature works, what is the committee structure, how does a bill move, what are the major decision points, and how does the funding process work. It's not a difficult process, in most cases, but many, many people do not understand it and we, as educators, should know the importance of educating ourselves.

A third idea is to **become involved in legislative campaigns**. This is particularly important since there is usually someone on your board who feels philosophically comfortable with nearly any candidate running for local office. Encourage those people to make contributions of time or money to the candidate of their choice. Many a long-time legislative supporter has been made by a local board member taking time to give a coffee for that candidate. At any rate, the reward during the next legislative session is bound to be better than if you ignore the candidates running in your community. If they lose, so be it. If they win, it's to your direct advantage to know and have better access to the successful candidate.

And the fourth thing is, don't forget the **pride of your local legislators in your campus.** Don't forget the ceremonial times—the dedications of new buildings, the homecoming week. Don't forget the forums you can provide to your state legislator or legislative candidate through workshops and panels. Graduation speeches and all other kinds of things that are going on in your campus give you an opportunity to make that legislator feel at home and closely familiar with the programs and buildings for which you may later want more support. The more they identify with your campus, the more likely you are to have their ear the first time you need them and the more supportive they will feel, I think, of community colleges in general.

Now, let's go back to talking about lobbying. Here are a series of very short simple rules that will help you be effective:

- Know the number of the bill you are discussing.
- In addition to its number, be able to identify its intent—the bill to fund a new building, a bill to change the collective bargaining law. Take time to jot down one short sentence that describes the bill and use both the number and that sentence every time you refer to the bill.
- Be aware of and understand all amendments to the bill. Don't be talking about a bill that has changed so much that the original bill basically no longer exists.
- Know which committee the bill is in and who the committee members are and at what stage of the committee process it is. Keep informed so that you will be talking about the bill in its current form—the legislator should be current and expects the same from you.
- Have examples of how the bill affects you at your local community college. There is no better lobbying technique than to be able to say, "If this bill passes, it will have the following impact on my college, my staff, my administration, my buildings, my program." That makes the legislator identify with it on hometown terms.
- Let your state association know what you are doing. It is important that they be able to coordinate what is happening and use the information that you develop while you are there. If you have already covered a particular base with a local legislator, your executive secretary or executive director is better off working on those that aren't covered. So coordinate your efforts with them. Then you can both be effective and, most importantly, your effort comes off as a coordinated, team effort.

There are really three kinds of lobbying: the telephone, the letter and in person. The distance between your home and the capitol may have something to do with which of these you choose. They all have one thing in common—the length of time that you spend with the legislator is important to that legislator. DO NOT WASTE THE LEGISLATOR'S TIME! It is their most valuable commodity and is especially important to them during the peak moments of the

session. Here are some tips on that.

Follow up. A phone call should always be followed up by a letter. A letter should always be followed up on the phone. Make a phone call to your legislator, give him the bill number and the identifying sentence and tell him what you want. Follow up with a letter saying, "I appreciate the time you spent with me on the phone" and repeat the bill number and the intent and your request for action. The same thing works in reverse. It's good double coverage and you should use it.

Be patient. Recognize that if you make an appointment with a legislator, it's tentative. You may make an appointment a week in advance and find that the day you arrive in the capitol the President of the Senate has scheduled a meeting involving your legislator. Or the exact time of the legislative session may change from day to day and your legislator has no control over those things. Be patient with those kind of things. Many citizens feel that an appointment is to be carved in stone and that the legislator is being discourteous if it is broken. You have to recognize that theirs is a process over which they have less than complete control. Just go to their office and be patient.

Work with staff. The staff person is a key confidante and extension of any legislator. Having been a staff person for the last three sessions of the Oregon legislature, I can tell you that one of the best ways you have of getting your legislator's attention is to work well with their staff. Explain your problem and your bill and your situation. They have the legislator's ear and if you have done a good job, it's almost as good as if you met with the legislator.

Follow up on what you've done. You may see a legislator in February and find that the vote you seek will not happen until April. Follow up in the meantime. A short note or phone call saying "I understand the bill we talked about is coming up next week. I appreciated your time in February and hope you are still with me on that." It's a little thing, but even a postcard is a quick and easy way to let them know that you remember that you talked to them and what they promised they would *try* to do for you.

If the legislator votes with you, don't forget to say thank you. It doesn't take much of your time and legislators appreciate hearing about the things they did right. Too often, they only hear about the things they did wrong. Even if they voted against you, let them know that you appreciated their attention, perhaps saying you are disappointed in their result, but that you look forward to working with them on other things. Even if you don't get such notes written right after the vote, remember to do it when the session is over and the legislator is at home. Those later thank yous are appreciated just as much as the ones that come right after the action. Your note may even get the legislator's attention better when the rush is over.

Most important, remember that if you don't do it, nobody else is going to do it for you. The national and state associations have countless things to do. Each state has a lot of legislators and there is no way that a paid staff can cover all of the bases. But beyond that, you are the ones that are viewed as political figures by your local legislators. Lobbyists have their responsibilities and often have very effective working relationships with legislators. But you, as a political figure and leader in your community, need to recognize that is how you are viewed by your legislator.

You can give to the community college cause an impact that no staff person can have no matter how good a job they are doing. Remember that you are competing for funds with senior citizens, blind children, sheriffs, roads, mental health programs and economic development. They are all doing their job. If we do ours, the competition will be more equal.

Legal Liability Of The College Trustee

Robert E. Sechler, Trustee
Rock Valley College
Rockford, Illinois

What do we mean by the legal liability of a community college trustee? Legal means lawful, legitimate, authorized, sanctioned, permitted or official. Liability means debt, duty, obligation or responsibility. Therefore, it is the responsibility of each trustee, individually or collectively, to understand the implications of their legal responsibilities. Many of us were elected to the trustee position through a provision in the state law concerning community colleges. Most states have community college acts. How many of you have actually read the act? If you have, how many of you understood it? It is important that you understand what you are duly authorized to perform in your role as trustees.

In many cases, the interpretation of the act is very liberal; in fact, individuals actually take "liberties" that are not warranted. This happens when trustees confuse their role at the community college level with the role they may have played in less formal organizations such as Rotary, League of Women Voters, Kiwanis, or Junior League. In these instances, the board of directors actually operate the organization. Even groups like the Chamber of Commerce, with an executive director, are still run by the president and the board.

What then do we have with the community college trustee? We have a person elected to one of several positions that constitutes a corporate board of trustees. The purpose of serving in this position is to develop and adopt *policies* geared to the actual operation of the college. Trustees are also empowered to hire a chief administrator. He is expected to implement board approved policies. He is the president, or in some systems, the chancellor.

The president and his staff recommend, in turn, the employment of the faculty and others to operate the business of the community college. The board reviews the recommendations and accepts or rejects them. We acknowledge the president as the "expert"—he works with his staff as well as with the board. Usually the board member has no connection with or expertise in the educational field, either in teaching or in college administration. I must point out that we are "lay persons" regardless of our own educational achievement or our vocation. Yes, even professional people are "lay" persons in their role as board members.

This is building up to one of the most serious areas of abuse, the dominance by an authoritative, overpowering personality or personalities. They shove aside the president and his staff in an effort to actually run the college. This is an outright abuse of their position of trusteeship. In my opinion, these people leave themselves, as well as the board, open for a legal liability lawsuit. After all, if the trustees demand that the chief administrator follow their edict, why shouldn't they be held legally responsible for wrongful acts?

An area of trustee involvement that has the potential for legal action relates to complaints by citizens to trustees. Often there is the temptation to agree with citizens on complaints for various reasons. The consequences of one trustee's remarks may be construed to support a future legal action.

Therefore, it is essential that formalized procedure be developed by the board that assures the trustee of accountability, but avoids their premature involvement in the problem.

Until a few years ago, the courts held sacred the trustee of a school system including the college trustee. However, five years ago the Supreme Court ruled that the school board member can be held personally liable for actions that result from the performance of his duty as a school board member or trustee. Since that time, 1600 lawsuits have been reported, involving 9,600 board members. They have been sued for a variety of reasons.

I have attempted to show you the evolution of the problem and where we are today. Now, what to do about it? There are several ways to guard against being held legally liable for your actions. First, be sure you read your community college act. Hire your college attorney and make good use of him. In our case, at Rock Valley, we hire the attorney on a combination of retainer and actual service basis. Our attorney is present at every board meeting; he takes and publishes the minutes of the meeting. This has several residual benefits:

1. He is there and can give immediate comment on an interpretation of the legal aspects of the question.
2. He can act as the parliamentarian.
3. He knows first hand all of the events that go into the development of policies, the hiring and firing of personnel, the development and adoption of the budget, the complaints, if any, by the public at the board meeting, the approval of bids, and the paying of bills.

In Illinois, the bid process is subject to state law. Anything over $2,500 must be advertised for competitive bids and the bids must be opened at a prescribed time with any interested citizen present. Just the writing of the bid specifications can be touchy. You could write them so that the specs favor particular vendors. This could be desirable, for instance, in the purchase of typewriters, but not so in the purchase of college supplies. Board members or staff could favor certain vendors.

The attorney is there if any unforeseen event takes place either from within the public sector or from the staff. A very exacting area is in the policies the board develops to discharge employees, especially faculty who have tenure. We, at Rock Valley, have bent over backwards to make sure that justice is served. We have our revised policy on tenure recommended by our president, and we have a policy on termination of faculty. We have terminated thirty-one faculty members under our present administration without the need for these people to go to the courts. This also suggests that the college president has a close relationship with the attorney. He feels free to call and check with him on college matters. As you can see, our day by day attention is given to keeping our legal liability under control.

Another method to assure the board and the college of protection is to provide appropriate and adequate insurance. Insurance provides a board with a valuable source of protection for those unforeseen events when the courts may decide that we are either, collectively or individually, responsible for what might be considered wrongful acts. The title of such insurance is Director's and Officer's Liability. This gives you a base limit of liability. The umbrella form of liability is written to give you protection for the catastrophy type of exposure. In our case it is $5,000,000.

Unfortunately, in many cases, the board purchases these policies without thoroughly understanding what coverage is actually provided. An example of an appropriate Director's and Officer's Liability Policy would include the following:

(1) With the assureds that if during the policy period, any claim or claims are made against

them individually or collectively, for a wrongful act, the insuror will pay on behalf of, in accordance with the terms of the policy, the assureds or any of them, their executors, administrators or assigns, for all loss which the said insureds or any of them shall become legally obligated to pay.

(2) With the college district that if any claim or claims made against the assureds, individually or collectively, for a wrongful act occurring during the policy period, the insurer will pay on the behalf of, in accordance with the terms of the policy, the college district all loss for which the district may be required or permitted by law to indemnify such assureds.

A college district shall mean the college district shown in the declarations of the policy as legally constituted at the inception date of the policy.

Assureds mean—all persons who were, now are or shall be employed by the college district and shall also include faculty and all elected or appointed members of the board of trustees or college directors of the college district.

Wrongful act shall mean any actual or alleged errors or misstatement or misleading statement or act or omission or neglect or breach of duty by the assureds in the discharge of their duty, individually or collectively, or any matter claimed against them solely by reason of their being or having been assureds during the policy period.

Loss shall mean any amount which the assureds are legally obligated to pay for the above.

Usual exclusions—except insofar as the college district may be required or permitted by the law to pay as indemnity to the assureds, the insurer shall not be liable to make any payment for loss in connection with any claim made against the assureds:

(1) Based upon or attributable to their gaining in fact any personal profit or advantage to which they were not legally entitled. (Other laws prevail)

(2) For the return by the assureds of any remuneration paid in fact to them if payment for such remuneration shall be held by the courts to be in violation of the law.

(3) If a judgment or final adjudication in any action brought against the insureds shall be based on a determination that acts of fraud or dishonesty were committed by the assureds. (Again, other laws prevail)

Ours is a litigious society...people are willing and ready to sue. The number of lawsuits being brought against school board members across the country is increasing at an alarming rate. Most cases against school board members are arising from these legal areas:

1. Contract questions—involving bids and pension or insurance benefits.
2. Constitutional questions involving discrimination, including sex, language, dress or hair codes.
3. Constitutional questions other than discrimination—union activities or confidentiality of school records.
4. Program deficiencies—failure to provide adequate educational programs, counseling or transportation.
5. Personal torts—defamation of character, libel, slander, assault and battery, interference with contracts.
6. Bodily injury and intentional infliction of emotional distress—college accidents, releasing personal and confidential information.
7. Taxation—unfair rates, illegal levies.
8. Miscellaneous wrongful acts—including employment, terminations, and school closings.

It does not matter whether a grievance is real or unfounded, a lawsuit can cause you personal embarrassment as well as loss of

time and money. That is why it is so important that you, and every member of your board, be aware of the problems of board liability and be prepared to deal realistically with those problems.

For your own protection, I offer sixteen ways that I believe will help you deal realistically with the problems of board or trustee liability:

1. Obtain competent legal counsel. You can help avoid needless litigation by securing competent and continuing legal counsel. Do not wait until a problem arises before you seek legal counsel. If you do not know an attorney who is familiar with college law and who can help you in long range planning, contact your local bar association.

2. Develop written due process and fair dismissal policies. About one-half of the states have "due process and fair dismissal" laws which specify the step to be taken in nonrenewing or dismissing college personnel. If your state is one of these, you should have, in writing, your compliance procedures. If your state has no such law, it is vitally important that you develop your own written policies. They should include: (a) that no person shall be terminated unheard, (b) that every judge shall be impartial.

Your board attorney can assist you in drawing up fair dismissal policies that follow due process in dealing with school personnel.

3. Do not over react. Many cases would never reach the courts if the board would "count to ten" before taking official action. While some problems require prompt attention and action, this is not always true of those problems involving civil rights of students and professors. Hasty action invites litigation, litigation that the board can ill afford since it is often called upon in court to bear the burden of proving that what it is doing is constitutionally justifiable.

4. Plan ahead. Where will your college district be in five, 10 or 15 years? Consider the development of your community and establish plans, with alternatives, which will coincide. Anticipate accompanying legal problems and have procedures ready to meet such needs. Document board meetings for permanent record as well as vital policies such as your affirmative action programs. Know where you are going and plan your action accordingly.

5. Secure an impartial observer. A consultant familiar with college problems can do much to help you avoid getting yourself into a box. Many boards now have trained observers who critique board meetings and advise the board on possible strategies to avoid litigation and to smooth out the board's procedures. Former educational administrators, retired superintendents, judges or other professional persons who can give the board an impartial picture are the best.

6. Establish student grievance procedures. Do the students in your college have access to an open door where they can air their concerns? If not, you should insist on a formal procedure. The formalities need not be imposing. It is often enough to publicize the fact that student grievances are important and that they will be handled fairly and promptly. Begin by a resolution of the board, follow-up by developing a simple grievance form. Ask for reports on a regular basis to see how well the system is working.

7. Make sure students are represented. A student commission is important to any institution to make sure the students' rights are protected and that policies of discipline, etc. are developed and are adopted by the commission.

8. Be sure everyone knows his or her responsiblity. Accountability extends to everyone...even board members. Unless definite measurable perfomance standards are set for every member of the staff, buck-passing will continue to be a problem. Ultimately, the board is the legal entity

responsible. If every individual concerned knows he will be required to pull his own weight, it will help avoid confusion and needless litigation.

9. Question practices and policies. You'll never know if the policies and practices your board establishes are working if you don't ask questions. Once you establish a policy, you must also establish a procedure for follow-up. If a program is not working, don't be afraid to try something new. Objectively listen to complaints and suggestions. The idea is to solve problems by nipping them in the bud before they mushroom into legal cases.

10. Use bargaining methods. Avoiding going to court is a negotiable item. Bargaining is an appropriate vehicle for reducing conflicts between board and employees. Third party intervention may be an alternative. Procedures for handling reductions in staff, elections, discipline and control of students and many other areas can be successfully worked out with your faculty organization if you stay alert to the need to settle problems in the college rather than in the courts.

11. Keep your college district informed. Adequate public understanding of college board operations doesn't just happen, it must be planned and communicated. Professors should know that the board has developed written policies to reduce the risk of litigation arising from non-renewal, dismissal, reductions in staff and other aspects of personnel administration. Administrators should be well informed on the scope and nature of obligations and legal liabilities. Students should be made aware of their responsibilities and the nature of written policies affecting their college life. A carefully planned program of public relations should be instituted to inform the communities that college problems can develop into litigations.

12. Take the initiative. Courts of law should not be making decisions on educational matters that can be better handled in the local college districts. Your failure to exercise your authority can lead to litigation. Present a united front as the board of trustees. Provide policies and implement them through college personnel. Courts often intervene where boards are hesitant to initiate actions within their authority. Don't over react, but don't be afraid to act. Your chief administrator within your policies has the authority to make rules and regulations, and the duty to carry them out.

13. Make sure you understand the law. Ignorance of the law is no excuse! If you understand the problems of college trustees' liability, you can deal with them more effectively. Have your board attorney address a meeting of the board to discuss the full legal ramifications of trustee liability. End the session with a question and answer period. Once the facts are known and understood by all the board members, you will be able to realistically and effectively deal with problems that arise.

14. Involve the community. Although the community has elected or appointed you to decide for them, many groups in the community like to have "input" into the decision-making progress. Advisory committees made up of representatives which are a cross section of the populace living in your district, are a reasonable means of obtaining feedback from the community and can be a valuable source for dealing with your legal and other problems. Be aware that as significant as advisory committees are in communicating, the board cannot delegate its responsibility beyond itself.

15. Practice joint problem solving. Colleges should be both adult and student institutions with the widest democratic principles being applied. However, we are faced with such problems as size, impersonal relations, computerized havoc, distrust in the "establishment," lack of communication, people feeling left out and a general disaffection for added taxation of any kind. If students or personnel are turned off by what you have to

offer, don't hesitate to try open communications. Joint problems and shared decision making are invaluable when it comes to running colleges efficiently and effectively.

16. Verify facts. The best offense is still a good defense. Many charges filed against boards are simply unfounded: but because boards often overlook "minor" incidents, they blossom out into major cases. An effective system of documentation and verification of the facts surrounding minor incidents could very well limit the number of charges brought against college boards. Investigate, verify and document incidents as they occur, not after they have been blown out of proportion.

In closing, may I remind you again to develop policies, have them revised by your attorney and carried out by your president and his staff in full view of your public. Insure yourselves in the event errors do happen to occur.

International Education For Survival In A Shrinking World

Bill F. Stewart, President
Kirkwood Community College
Cedar Rapids, Iowa

There is little disagreement today with the view that there is an increasing degree of world interdependence and a stirring need for more international cooperation. We do share our world with men and women of different countries and cultures and yet we have taught our young people more about the topography of the moon than we have taught them about the land and people of El Salvador. We educate our students to be concerned for the quality of our environment, yet we sometimes fail to teach them that environmental problems are universal and that some of them ultimately require international solutions. In order to increase awareness of the international nature of many issues, to improve understanding of foreign cultures and of the international community in general, and to stimulate new insights about our own country by viewing it from an international perspective, colleges and universities must begin expanding the international dimensions of their offerings.

How does the community college fit in? More than a third of the students enrolled in higher education are attending community colleges and more than fifty percent of first year students enter these colleges. Can we afford to shirk our educational responsibility to such large numbers of students by failing to instill in them some sense of the global dimension of their studies? It is my premise that the international exposure should be available to all because it is in our nation's best interest for its citizens to have a sophisticated appreciation of how the world works, greater sensitivity to cultural differences, and an understanding of the contribution of international trade to the national interest.

Today the "hard" disciplines such as physics, chemistry, and mathematics interact and function on an international scale. These disciplines may miss the leading elements of change if they are not in touch with the world. In the disciplines of the social sciences, relationships within or among economics, political science, history, sociology and anthropology are now meaningless unless they are made relevant to and are understood in a transnational or international framework. Today both small and medium-sized business and industrial firms are becoming involved in international activities necessitating an international dimension in vocational-technical programs.

I do not mean to argue that all community college students need or want to be fluent in another language, but mastery of a foreign language does enhance understanding of the culture from which the language springs. A bilingual education also brings about an increased understanding and appreciation of one's own culture.

In a more practical vein, the growing interdependence of nations makes those who are prepared not only for certain professions and occupations but also in the language and culture of another part of the world especially valuable, particularly in business, as transnational economics and multinational corporations play larger roles in the decisions that have to be made by American firms. With the increase of multinational corporations of both foreign and domestic origin, with the increase in competition among foreign and domestic producers, with the ever-increasing cost of energy, the marketplace for goods and services has undergone

a radical change.

Consider a marketing student without awareness of multinational production and distribution, the nature and problems of international marketing research, cultural and environmental differences in various foreign markets, product planning, pricing and advertising in international market programs. Would he or she not be limited in effectiveness and provided with an incomplete set of skills and competencies? Could there be a finer culminating experience for a student of fashion merchandising than a visit to the House of Dior; or a student of nursing to visit a surgical amphitheater in England; or a student of human services to visit the care facilities provided in Denmark? Many of our students now enjoy these educational experiences and pay for them out of their own pockets through our travel abroad programs.

Another dimension of international education is the increasing numbers of foreign students on community college campuses. More and more developing nations are turning to the community colleges to provide the short-cycle education, noncredit education, lifelong education and the combination of world of learning and world of work as part of their answer to the educational problems in the third world. This short-cycle community-based education is being sought by the developing world because it is more relevant, more meaningful and less expensive. Bilateral agreements between developing nations and community colleges are being formulated and implemented. The potential for fostering international goodwill and bridging the gap of understanding between the United States and developing nations can be intimately tied to these cooperative arrangements.

Kirkwood enrolls more than one hundred international students each year. These students not only contribute to the educational, cultural, and social understanding of our Iowa students but also enhance the local economy to the tune of a half million dollars and ultimately the nation's balance-of-payments position. These international students, potential leaders in other countries, gain an understanding of the culture and values in this country. They may be predisposed to favor the United States in later commercial or other relationships.

Fortunately, Americans in every part of the United States are becoming aware that understanding of the world is a necessity rather than a luxury. The prosperity and well being of every community is increasingly dependent on contacts with foreign lands. Cedar Rapids has gained national recognition as an exporting city because of the volume of exports relative to its size, because of the variety of its exported products, and last but not least, because of the dedication of industrial leaders to the business of exporting. Our International Trade Bureau is one of the finest in the country and we often hear it said that, "The sun never sets on Cedar Rapids' exported products." Kirkwood Community College, because it exists to serve the best interests of its own community, has an obligation to broaden the international dimension of its programs.

As many educators are coming to realize, a truly responsible institution now educates its students to reach out for friends in the vast international environment that surrounds us. We can no longer afford an "Ugly American" image. We must strive to understand our neighbors in order to survive in this shrinking world.

Competing With Industry For Faculty Members

H.A. Tuck, Public Relations Director
Midland College
Midland, Texas

"How are we going to fill all those faculty vacancies in our vocational and technical courses next year?"

That's the question being asked in college board meetings more and more often these days. The answers aren't going to come easily for any of us.

Community colleges today, more than ever, are facing stiff competition for their skilled vocational instructors and, to a lesser extent, for their skilled academic instructors from industry and business in their areas.

Let me cite a few examples of what we have encountered the past two years in our institution in attempting to retain or recruit qualified personnel.

Last fall, we lost our best welding instructor, who had been with us for seven years and held a Bachelor's degree. He went to work as an independent welding contractor building oil well drilling rigs for about $1,500 per week...a gross income of more than $70,000 a year...and was guaranteed at least three years' work.

Our computer technology instructor worked part-time last summer for a large firm in our community. When they discovered how good he was, they offered him a salary about 50 percent larger than he was receiving from us...and he turned it down. They kept increasing the offer until it was double his teaching salary and he tendered his resignation one week before fall registration began and asked to be relieved at the end of the first semester...which is much more considerate than many people would have been.

Our electronics instructor left us for a $60,000-a-year position in industry.

The list goes on and on. We have had a teaching vacancy in our Petroleum Technology Department for more than two years... with not a single applicant. Our central business office has lost three accountants to local firms in the past three years, yet the accounting firm which does our college audit told us they would have to raise the amount they charge for the audit because, and I quote, "We have to compete with local businesses for our accountants and have had to raise their salaries to get them or to keep them!" I pointed out that these same firms were hiring our faculty and staff people one after another, and that we also were having to compete in the open market for qualified personnel.

Our board has been aware of this problem for several years and has wrestled with possible solutions again and again.

Last fall we finally went public with the problem. At a meeting with about 200 local business owners and managers, we outlined what we were facing and suggested several possible solutions.

First, we indicated that we were flattered that they appreciated the quality of our instructional staff and didn't want to bar them from recruiting our faculty members.

But we also pointed out that these same instructors, if allowed to continue their teaching, could turn out many more qualified employees to fill the many vacancies among

the local work force. We also acknowledged that the disparity between faculty salaries and the community pay scale was widening very quickly, so that even our most dedicated faculty members were finding it hard to resist the financial incentives being offered. Free parking and three weeks off at Christmas won't always compensate for an income half as large as others in the same field are making.

At that meeting, and several subsequent public meetings, we outlined three possible solutions.

The first possible solution was to acknowledge that supply and demand necessitated that salaries for some technical and vocational instructors would have to be increased substantially above our standard pay schedule, either to recruit or to retain these people. At earlier faculty meetings, we had discussed this fully with our instructors and had obtained at least their grudging assent. We realized that it is difficult to justify that a government or history teacher, for instance, with a Ph.D. and 15 years of teaching experience should not be commanding a larger salary than a certified machine shop instructor with the same amount of industry experience and less than a Bachelor's degree.

Our suggestion to the business leaders was, since they are the ones who are benefitting most directly from the graduates of our vocational and technical programs, they should underwrite the cost of salary supplements for these highly-skilled instructors. The oil companies in our area already had been doing this in order for us to be able to attract and keep a qualified instructor in the Petroleum Technology Department. We also had been allowing maximum credit for outside practical experience when we hired new technical people and placed them on our salary schedules.

I am pleased to report that the business leaders, in many instances, saw the wisdom of our suggestion and are making substantial contributions to the college to supplement those instructors' salaries. It simply makes good sense for them to keep one good instructor in the classroom and employ that instructor's students as they complete their training. They understood that a roast goose dinner at Christmas might cost them golden eggs the rest of the year...and for years to come.

The second solution we suggested was for the industries employing highly-trained personnel to provide our institution with one of their employees to teach for us on a part-time basis, with the instructor's salary being paid by the company. We, like many of you, already are recruiting a large number of qualified instructors on a part-time basis from local firms, usually to teach night courses.

Again, the business leaders understood the rationale of releasing one good employee, and losing his productivity, in order to have a long-range increase in production a few months later with the availability of more trained entry-level workers.

This approach already is working for us and we expect to have even more industries cooperating with us on release-time for their best technicians in the coming year.

Our third proposal to the business leaders wasn't a solution...but it was an alternative that both we, and they, must face up to in this competitive situation. That is, very simply, to eliminate those vocational and technical programs for which we are not able to find qualified instructors.

At our community college, and at yours, we absolutely can't afford to provide less than first-rate instruction for our students. When a young man or young woman comes to our institution for an education...whether it be in biological sciences or auto mechanics...we have an obligation to provide that person with the very best instruction available. Anything else is a disservice to the student,

to the community, to business, and to the nation.

For years, we have fought to overcome the image that a two-year college was second-rate and provided second-rate instruction for those students who weren't capable of attending a four-year university. And, thanks to all of you, we have succeeded in transforming this image into a very positive picture of excellence in education for both the traditional and the non-traditional student. Good teachers, in the academic fields, now seek to become faculty members at community colleges because they want, above all, to *teach* and to work very closely with their students. They find their careers are more rewarding at our institutions.

We have always had some difficulty in finding top-notch instructors for our vocational and technical courses. These instructors not only must excell in difficult technical areas, but also must *want* to teach and have that rare ability to communicate their skills to others.

Inflation is an enemy that all of us have in common and all of us are doing battle with every day. But if we allow inflation to rob us of our best faculty members because of competition from industry, we will not be able to fulfill the role of comprehensive community education that has been given to us.

And let me warn you that this competition for our faculty members doesn't stop outside our vocational and technical buildings. It's reaching toward our other skilled personnel...those in math, in science, in economics, in business...the employees in your administrative offices...even your custodians, your food service and book store employees.

The skills you demand of your employees are also in demand by businesses and industries throughout the country. The competition for these people is getting greater all the time and we must face all those overtures toward our personnel.

But the critical need for all of us today is with the recruitment and retention of those highly-motivated, highly-skilled technical instructors who are being courted, and won away from us each day. Without them, we lose much of our reason for being.

In our community, and in yours, we must face this problem and devise innovative solutions to it. If we are, indeed, educators and managers in our roles as community college trustees and presidents, we certainly should be able to find the intelligence, the leadership, the unique solutions to those "opportunities" that await us on our respective campuses as we compete with industry for our faculty members.

TRUSTEE QUARTERLY

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Trustee Responsibilities

Alphus R. Christensen, Trustee
Pima Community College
Tucson, Arizona

The task of the community college trustee is not monumental. It is relatively simple; only we make it difficult. Each of us will admit to "expertise" when "education" is the topic of conversation. You see we laid the foundation when we entered kindergarten. Every year after that reinforced our knowledge of knowing "what's wrong" and added to our insight of "this should be done." Of course, some of us are more zealous than others, but, to some degree, each of us has the "correct" solution if only someone would ask.

About thirty years ago I decided to volunteer my "expertise" by seeking a seat on a municipal school board; my best plank was higher teachers' salaries. Just a few board meetings taught me that "wishes" were not "horses"; additional money was needed for any increase and that meant additional taxes which were not feasible at that time. During the subsequent years I have dealt as a board member or administrator with governing boards involving a public school, a state university, a private college, and two community colleges. These learning experiences have been fruitful.

Recognizing, appreciating, and adhering to its essential functions a governing board can make its operation pleasant and rewarding. The functions: (a) develop a philosophy and goals based on the needs of the community; (b) employ a chief administrative officer who will work with the students, faculty, staff, community and the board; (c) create and initiate policies which give specific meaning to the philosophy and goals; (d) study, review and approve the annual budget; and, (e) dismiss the chief administrative officer if he, or she, is unable or unwilling to execute and administer the policies. In addition to these functions the board, collectively and individually, must be aware of the feelings and reactions of the citizens.

All too often the philosophy and goals of an educational institution are obscure and abstruse. The needs (necessities and desires) of a community should be the well from which the philosophy and goals are drawn. Obviously the community must be studied to determine what those necessities and desires are. A "good" philosophy must be general enough to encompass subtle changes; goals specific enough to give meaning to the philosophy. The mission of the college then becomes the fulfillment of the philosophy and the realization of the goals. The philosophy and goals should be scrutinized periodically. Necessities and desires of a district are subject to change; the board must react. Certainly a community college in a rural agricultural setting would require a different philosophy than one in an urban, residential area. More than a passing interest should be devoted to the structuring or restructuring of the philosophy and goals of a community college.

The necessities and desires of a district should assist the trustees in listing the characteristics of the ideal chief administrator; the charge then is to find a candidate with most of these characteristics. Once chosen the chief administrator should have the unequivocal support of the trustees. Don't ever "surprise" the president; don't ask embarassing questions in public meet-

ings; don't make unproductive requests. Disagreements should be handled privately. Treat the president as you would want to be treated if the positions were reversed.

The necessities and desires of the citizens of the district will surface as problems to be solved or reconciled; when this occurs, there may be a need for a policy; particularly if a number of these (necessities and desires) have a common base. A working definition of a policy is a course of action, a guiding principle or procedure for prospective situations. Of course, these are written to provide uniformity and consistency. It is my opinion that the creation of most policies should originate with the administration; the duty of the trustees is to refine, adopt, and request implementation. In the mid-fifties, as a delegate to the national convention for school board members, I heard an expert on Education Law recommend that governing boards minimize the number of written policies; the reason: too many tend to overlap, become redundant and/or often need additional interpretation. Experience has taught me to concur with that recommendation. More often than not it is advisable to handle each situation on its merits.

Although the trustees do not develop the annual budget, they should study it carefully. Ultimately the board must adopt it; this is the stamp of approval. Be sure you understand all of its ramifications; don't be afraid to ask questions. The budget is a guide for the expenditure of money; thus periodic reports should be submitted to you; through these reports you can determine the effectiveness of the budget building. Study carefully any proposition that portends a deviation from the budget; remember any deviation must be warranted and accounted for in the annual audit. Resist efforts to spend beyond the limits of the budget; it is more prudent to reduce services.

The chief administrative officer serves at the pleasure of the governing board. If this officer is unwilling or unable to manage effectively, it may be necessary to dismiss this officer. Be reasonably sure this is the best course of action, because such an act is also a reflection on the governing board. A dismissal reverberates throughout the district. If the officer's effectiveness cannot be reestablished, permit the officer to resign.

Since the trustee is elected or appointed, he or she is a political animal; consequently, the trustee is subjected to all the positive and negative aspects of this assignment. The trustee represents the total district; the trustee should not be a mirror of any political party, or any group representing limited and selfish interests. Occasions will arise when it will be necessary for the trustees to lobby. Be sure the position of the governing board is well-formulated; each trustee should express and promote that position. If a trustee cannot support the board position, remain silent. Speaking and acting at cross purposes are counterproductive. Do not embark on any personal ego trips. Remember your popularity is only temporal.

Walking The Tightrope: Defining Board/President Territories

Bill Cruden, President
St. Lawrence College
Kingston, Ontario, Canada

While it is tempting in defining board/president territories to spell out my views of who should make specific decisions, each college and each jurisdiction is unique. I will therefore, outline briefly the process our college has used successfully to differentiate between the role of the board and that of the administration and the steps we have taken to maintain and update an understanding and commitment amongst trustees and administration to "who does what." I will also outline one model for examining specific types of decisions to determine the appropriate role and level of involvement for the board.

Each fall our board devotes one weekend to an annual retreat. We retire to a local fishing lodge and in that very informal and relaxed environment explore and come to grips with some of the more philosophical, long-term concerns. In addition to the trustees, this workshop involves senior executive officers, and a representative cross-section of students, support, academic and management personnel—in total, twenty-five to thirty people.

With some staff acting as both resource personnel and process facilitators, much of the weekend is spent in small group sessions with each group containing a cross-section of participants.

In addition to being the start of our annual planning cycle, a portion of each workshop is devoted to individual and collective trustee development. Our very first retreat resulted in a clear and common understanding of the respective roles and responsibilities of board and senior administration. The resultant statement has stood us in good stead over the years, being referred to periodically by individual trustees to remind other trustees (and administration) when they stray from that understanding.

More recently, the board, having participated in the HEMI (Higher Education Management Institute) needs identification process, identified that there is still considerable room for improvement with the decision-making process as it involves the board. The board has decided to address this in two stages.

First—we plan to select each month, one or two issues as they come before the board and not only deal with the issue itself, but also examine the process involved. Using a framework I will outline shortly, we will try to answer the follow-up questions:

—In what way should the board be involved in this type of decision?

—How should other college constituencies be involved?

—What is the most effective and efficient way of dealing with this type of issue?

—What kinds of criteria should be used (to make this decision)?

—What kinds of information should be provided (to the board to allow it to discharge its reponsibilities in this issue)?

As part of this process, we have completed

an analysis of all issues dealt with by the board during the past year, grouping them into categories and noting the frequency with which certain categories occur. As a result of this, one specific opportunity for improvement has been indentified—namely the way we handle regularly recurring decisions such as new program approvals and appointment of new advisory committee members.

Secondly—a good portion of this year's board retreat will be devoted to re-examining the role of the board, particularly in the decision-making process, to ensure that the limited time available by the trustees each month is used to the maximum benefit of the college and, more importantly, the clients whom we serve.

Let me now outline the framework to which I referred earlier. Boards are involved in the decision-making process in a variety of ways that reflect a continuum from DECIDING, through APPROVING and ADVISING, to ACCEPTING and RECEIVING.

The board DECIDES when it selects from a number of alternatives. For example, our board DECIDES when it chooses from a short list of four to six candidates and appoints a new president.

The board APPROVES when it reviews administrative decisions to ensure conformance with college philosophy, policy and future priorities, i.e., when it acts in a "one-over-one" capacity. Again, in our case, the board APPROVES my selection of a new vice president (campus principal).

On the other hand, the board ADVISES when it provides input to administrative decisions based on individual and collective trustee knowledge and expertise. In our case, this includes consulting the board before appointing divisional and department heads (chairmen).

Involvement in any of these ways obviously is in advance of the decision being implemented. On the other hand, the board also ACCEPTS decisions made and implemented by the administration. Normally this is done through the submission of periodic reports. For example, the board ACCEPTS quarterly personnel reports which summarize all personnel "transactions".

Finally, the board RECEIVES reports of decisions made and implemented solely for the purpose of being kept informed.

I would suggest that only a limited number of key decisions should be handled by the board DECIDING, with the number of decisions increasing as we move through the continuum to the RECEIVING end. On the other hand, the amount of time devoted by the board to individual issues should be greatest when the board DECIDES and least when the board RECEIVES.

In delineating what is the appropriate board involvement in different issues, we have found it useful to categorize decisions involving the board in terms of their importance to the institution—specifically in terms of five scales:

The Time Frame,
The Impact,
The Values Involved,
The Frequency of Occurrence,
and
The Quality of Decision Required.

If an issue is on the right side on all these scales, namely that it is

A decision having very long term consequences,
A decision that will have profound and wide-ranging impact,
A decision involving many fundamental values that occur rarely, and where
An optimum solution is required,

the board should be DECIDING the issue.

On the other hand, if an issue is on the left side on all scales, namely

It has only short term implications,
It has only a narrow and limited impact,
It involves few values, and these mainly reflect personal preferences,
This type of decision recurs on a regular basis,
And only a satisfactory solution is required,

then the board should probably be acting in a RECEIVING mode.

This approach to categorizing decisions is helping us re-examine the most appropriate way of handling various types of decisions.

While our board is recognized provincially as very effective, and is used as a model for other boards, we intend to build on our current strength and to improve further both the effectiveness and efficiency of our board operation. Through this process, we will also help newer board members more fully understand and be committed to our mode of operation.

Managing Change

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Colleges are always changing. Their board members change, their students change, their budgets change, their curricula change, and their personnel change. Few of us ever take the time however, to understand the nature of change or how to manage it to our benefit and to the benefit of our respective institutions. As higher education moves into the decade of the 80's, board members and administrators will find a greater need to understand this process, as they are faced with managing eroding public confidence, declining tax bases and decreasing human and fiscal resources.

We must remember that change is usually threatening. An interesting thing about change is that, while it is threatening, it is always present. One of the few constants in life is the presence of change, so we find that change is always present and in most cases is threatening. The change process is also associated with finding solutions to perceived problems. If there are no perceived problems, it is usually not necessary to try and effect change. Change is similar to the forward pass in football. One of three things is going to happen and two of them are bad. We can have change that is completed successfully and beneficial to an institution, or we can drop the ball and consequently have no effect. Lastly, we can have an interception or a disaster, if the change process becomes destructive as a result of uncontrolled conflict.

When contemplating change, it is necessary to identify all parties that will be affected by the change and involve them in the process. This has several advantages. Involving people brings different perspectives to bear on the problem and consequently better solutions will, usually, emerge. By involving the affected parties, you have an opportunity to gain their commitment. Change that is effected unilaterally frequently fails or, at best, is minimally successful. There are several reasons for this. Unilateral decisions invoke less brain power both in analyzing the perceived problem and in looking for solutions. In addition, if individuals are not involved in the process, they are not going to be committed to the solution, as they have no stake in its success or failure. If a group solution emerges it becomes "their solution" and the group will be committed to its implementation. This commitment goes a long way toward ensuring success.

When the decision is made that it is necessary to change an existing system, the individual in charge of guiding this process must realize that tasks will change, personal relations will change, and leadership style will change. All of these must be carefully managed to ensure success.

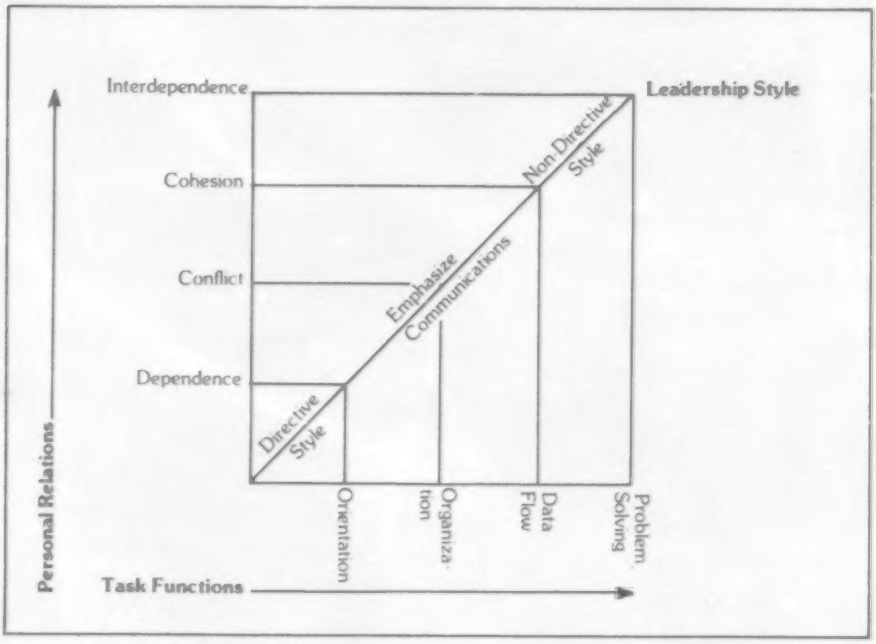
As the change process is begun, the group is initially in a state of ignorance and consequently totally dependent upon the group leader for definition and orientation to the problem. The group leader must identify the problem, assess the knowledge level of the group, and orient them to the nature of the problem.

After the orientation phase, it is necessary to develop and put in place an organization capable of dealing with the problem. As mentioned previously, this organizational

unit must involve the affected parties. At this point in the change process, the group may begin to experience conflict. Conflict arises because individuals realize that change is imminent, as you have established an organization capable of affecting change. Concurrently, one frequently sees conflicting viewpoints or opinions arise as cause-effect relationships begin to surface. At this time, one also sees a need to find someone or something to blame. In other words, the group needs a scapegoat. It is possible for the group leader to select a scapegoat. Ideally, the scapegoat is nonpersonal in nature. It is much better to pick a "thing" as opposed to a "person" as the scapegoat.

It is important to realize that group conflict is normal and necessary at this time. It, therefore, should not be feared. One should bear in mind, however, that this is the high risk phase in the change process. Conflict needs to be controlled so that it is confined to issues and not personalized. At this time, the leader needs to emphasize communications and work to maintain high trust levels. After an organization is established, the process moves into the next phase. The effective manager needs to provide the group with needed information or data. Sooner or later, the group will have to begin to deal with this information. As soon as the affected individuals begin to look at the information, a sense of cohesion starts to develop. Then, as they start to deal with the data, the group begins to move toward the problem solving mode. Chances of successfully effecting change are now quite good. In supplying information to the group, it is advantageous to involve others in the data presentations. This increases the credibility of the information presented and tends to remove the group leader from potential conflict situations with the group. This technique has been referred to as "putting someone else in the boiling pot."

Lastly, the group will move into the problem solving phase. They become aware that they have a common problem and the human



and/or other resources to find solutions. Individual group members now begin to develop an interdependence. They become aware that the problem and the potential solutions are non-threatening as they are common to all members of the group. They are looking for the best possible solutions and are dependent upon each other for support, data and different options.

The leadership style of the manager needs to evolve with the change process. Initially during the orientation/dependency phase, leadership needs to be directive, so as to provide basic knowledge to the group and to establish an organizational structure that can deal with problems. As the group moves into the conflict phase of interpersonal relations, the administrator needs to be aware of maintaining trust levels and open communications. As the group develops more and more cohesion and eventually interdependence, the leader needs to become less directive in style. Depending on the various groups that a manager is working with at any one time, different leadership styles are used simultaneously.

An example of a situation where change needs to be managed successfully is readily seen in institutions dealing with declining budgets. At this time, Olympic College has just undergone successive 3% and 2% budget reductions, and is beginning planning for a 12% - 14% reduction.

During the initial phases of dealing with the past reductions, the president and the dean of business services oriented campus personnel to the problem and provided basic information as to the cause and magnitude of the problem. All personnel were dependent upon them for this information.

The existing institutional organizational structure was utlized to relay information to budget administrators and to function as a vehicle for channeling recommendations to the president. Each dean was responsible for working with their respective personnel. Some conflict developed during this phase, as individuals looked to other budget areas as potential sources of funds. Because the budget reductions were mandated by the state there was a convenient scapegoat, and the conflict was minimized. In addition, communications with campus constituencies and the board of trustees were emphasized.

The specific dollar figure reductions for each functional area of the institution were provided by the dean of business services. As individuals began to work with this data, they became aware that they possessed the knowledge to successfully implement the reductions, with minimal decline in service to the community.

At the conclusion of the process, a certain esprit-de-corps developed on campus. The majority of personnel felt that the reductions were equitable and that they had been involved in the solutions. At this time, the various campus constituencies are committed to making the best of a bad budgetary situation.

In summary, for an administrator to successfully effect change or solve a problem, he must understand the characteristics of change and the group dynamics associated with the process. The administrator contemplating change is responsible for:

1. Involving all individuals who may be affected by the proposed changes.

2. Acting as an information and data source.

3. Providing a non-threatening climate in which change may occur.

4. Providing follow-up and evaluation of the change process and of the success of the solutions that have evolved.

Stretching the Education Dollar

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The title of this article—"Stretching The Education Dollar"—might better be titled "How To Squeeze More Out Of The Community College Turnip!"

It seems only a few years ago when we talked about the community college as a noble movement. There was a time when a community college-a-week was established somewhere in this country. The genesis of the community college was that it conveniently fit both conservative and liberal philosophies of education. Today, there is little reference to a movement when describing the community college. Rather—as Judith Madonia, ACCT board member, referred to in her paper, "Policies of the Eighties,"—the community college may be viewed as just another part of the social programs and institutions of the 60's.

Madonia further comments that, "The same kind of concerns which the folks at EPA and OSHA are now sensing may some day be directed at higher education, in general, or at the community college in particular." Therefore, it may be presumptious to believe that the two-year institution will be excluded from the kind of scrutiny that other social agencies are experiencing.

Community colleges are big business, and they spend large amounts of taxpayer dollars. It should not be assumed that this young and frail system of higher education will have the political underpinning or established political credibility to withstand assaults upon its financial foundations. The least trustees can do to fulfill their philosophic and fiduciary roles to their institution is to understand the dilemmas inherent in implementing a strategy for stretching the education dollar and to communicate legitimate expectations of performance for those dollars to the college community.

I would first propose several basic premises that might provide a framework for understanding the dollars and cents of our community college. First of all, the community college is the least expensive of any aspect of higher education. The amount of dollars behind each student is less than other postsecondary systems. Therefore, the public investment in the community college is less—suggesting that the educational dollar is already being stretched.

Secondly, community colleges radically differ from other types of businesses. These differences make dollar reductions more complex than a manufacturing industry. Specifically, colleges similar, for example, to hospitals, are labor-intensive. For most colleges, 75% or more of their budgets are committed to salaries and fringe benefits. Cutting off a shift of students or reducing inventory are not part of the economics of higher education.

When other fixed costs are calculated, such as utilities, supplies and contractual services, the amount of discretionary dollars remaining are insignificant. The

flexibility of boards and administrators to reduce staff, increase productivity, eliminate programs and services have to be balanced in an equation with such factors as morale, quality of service, and competitiveness for professional and technical staff.

Those responsible for cost containment in public not-for-profit hospitals face problems similar to those of the community college. Citizens increasingly expect and demand services that are costly in trained staff and in equipment. With the rapid changes in technology, community colleges must also make costly capital investments in order to train students in the state of the art. There are relatively few short-cuts available to a college committed to technological training. The life cycle of technological equipment, such as computers, is very short. Both industry and students expect community colleges to be in the vanguard of technological change, but many taxpayers find it difficult to comprehend and support the expense of such training.

The third premise is that community colleges are competitive institutions within higher education and with other providers in the private sector of educational services. Students generate revenue that sustains or offsets costs to the taxpayer. Significant cuts in programs, administration, and services—along with non-competitive wages, eventually impact on the competitiveness of the community college to attract and retain students. The fewer students, the higher the costs per student. Similar to any business, the financial efficiency of the community college is based on student enrollment in programs.

If you accept all or part of these premises, then the question is "how can the educational dollar be stretched?"

It would be unrealistic and inappropriate to suggest that your responsibility as trustees is to manage these economies on an operational or day-to-day base. Also, it would be equally unrealistic to propose that I have a formula or specific ways in which your college can increase efficiency and save funds.

However, as trustees, you can establish a framework from which the process of gaining greater efficiency from limited dollars may occur. Perhaps the most difficult aspect of establishing a framework is determining the appropriate questions and disciplines to guide institutional thinking.

Unfortunately, many of us feel more comfortable in reacting to specific situations or problems in the institution that often are related to our personal experiences or expertise. The trustee with a small business of ten employees is often frustrated in trying to understand the problems of managing 200 or 500 diversified employees. The rules governing personnel are not the same for such diverse organizations.

Trustees who roll up their sleeves and attempt to administer institutional economies create a number of inherent difficulties. Foremost, the board of trustees is the final authority on institutional practices, but when trustees become practitioners and also the final authority, confusion and misunderstanding can result. Also, when trustees assert themselves into such a role, administrators will politically retreat from the field. A disagreement on cost-cutting measures between administrators and trustees, where trustees initiate the action, does not encourage an honest dialogue. Suggestions for cuts and economies are quickly moved to the political arena and best fought by staff with trustee support.

At this point, you may be speculating that if

trustees are not actively using the scissors on college budgets, then they in effect have a minor or inconsequential role in stretching the educational dollar. I would argue that trustees are the key to determining if a process of careful assessment and implementation of efficiencies occurs on their campus. The effectiveness of trustees is to; 1) create a positive institutional climate for efficient use of resources...2) be informed of basic facts regarding the institution...and 3) develop the appropriate questions to challenge the institution and move it toward these goals.

What are these board strategies that could lead to cost efficiencies? To begin with, trustees must understand the complexities of funding and budgeting. Historical data of financial trends arranged in nontechnical terms can provide trustees with an overall understanding of where their institution is financially moving.

Further, the college administration should provide on a continuing basis, unit cost studies with an analysis so that trustees can understand where costs are relative to other community colleges and to past years. Trustees should ask and administrators should welcome the seeking of explanations of cost data. When costs seem unusual or deviate from other comparable data, are you, the trustee, satisfied that the administration was aware of them prior to a unit cost study and attempted to reduce costs or can rationalize why the costs were beyond the institution's ability to modify them? Presidents welcome the opportunity to discuss faculty/student ratios and other direct and indirect costs.

Trustees should be assured that the initiation, reduction, or elimination of educational programs and services are documented in a businesslike way to anticipate their consequences. If the board is caught with a series of surprises in costs, the institution is in serious difficulty. I have been surprised over the years that many boards have not developed a fiscal policy for the institution. If the trustees cannot resolve their own commitments toward balanced budgets, cash flow, borrowing, and capital expansion, then it places the president in the precarious position of basing decisions on nondirection by trustees.

For instance, if over a period of years, the district runs deficits and borrows for cash flow and resents inordinate demands for salary increases by employees, there is a philosophic inconsistency that is difficult to resolve. Employees are simply extending the board's philosophy to their personal gain. In order to reinforce cost efficiency efforts, trustees must set in place institutional fiscal policies.

The cry for efficiencies by boards or administration, while sanctioning the practice of setting aside favored programs or activities to the same scrutiny, telegraphs to faculty and staff that the goals of the board are basically political. Then watch the scramble for a favored position on the trustee "pecking order."

Stretching educational dollars often translates to deferred maintenance and capital investment. Unfortunately, such actions may be costlier in the long term. Trustees should be provided with data documenting the short and long-term effects of deferred maintenance and cutbacks in capital investment. Because the community college serves a diversified number of student and community needs, the board should assure the institution that there is an agreement among trustees to support the comprehensive philosophy of the college.

Efforts to encourage efficiencies become cynically interpreted when there is an informal understanding that some programs

or services are sacred cows of certain trustees and administrators and operate under discreet politial exceptions to other parts of the college.

Most institutions have developed long-range plans and goals. Frankly, most of these documents satisfy state requirements and are more ritualistic than real. Planning can and should be an effective tool for the commitment of institutional resources. A community college should identify its educational and service priorities and recognize that its resources, even during favorable times, do not allow for the creation of many educational or student services simply because there is a need voiced. Choices have to be made on a criteria, including a careful cost analysis and the long-term implications of a commitment to the institution.

One institution I am familiar with, commited college resources to a program heavily dependent on federal dollars. The community was so receptive to the program, that now that federal dollars are reduced, the institution is absorbing crippling costs to maintain the program. Politically, the trustees are caught with a successful and popular educational program and service they no longer can afford.

Again, the trustees should be assured that there is a direct relationship between planning and budgeting. They should be assured that the business services of the college are efficient and managed well. Purchasing, cost investment practices, contractual services and maintenance are several services and activities that can be objectively evaluated. A community resource infrequently used but very helpful is the successful businesses and companies in the community. Within company ranks are individuals with expertise that can assess and evalute a number of college business practices and policies.

Experience proves that these organizations are flattered and willing to assist a public body such as a community college. For example, a cumbersome purchasing-to-payment practice can cost an institution needed dollars. Vendors will build into a price the delays for waiting for their money, or some companies will avoid doing business with an institution if there are delays in receiving funds.

Trustees share an important responsibility in communicating to both the community and the college family the institutional efforts to use resources wisely and the consequences of operating an institution on marginal funding. Recognition of efforts to operate efficiently should be extended to administration, faculty, and staff. Reductions in expenditures create feelings of anxiety, frustration and even despair among people. The consequences can be the loss of quality staff, or worse, the desperation among employees that they are trapped in a regressive institution. Trustees can set a positive attitude in facing adverse circumstances and most people will eventually respond to positive strategies that point toward a long-range gain for themselves and the institution.

To accomplish these goals, open and skillful communications are helpful. Most individuals can absorb disappointments if they are assured that there is open and honest communication and that the problems are shared throughout the institution. If the board of trustees lacks confidence and hope in the institution to weather the financial storm, it is a certainty that employees will fight to maintain their piece of the institutional turf. Rumors, suspicion and, unfortunately, petty behavior are part of the dynamics of stress caused by the insecurity created by crunching educational dollars.

From at least one president's perspective, the board of trustees is primary in setting the institutional climate for institutional understanding and support for efficiencies. The problems associated with growth so few years ago seem minimal compared to the challenges facing many institutions in the future. If there ever was a time when trusteeship is needed, it is now...and in the future.

Coping With the Challenges of the 80's Through Strategic Planning, Marketing, and an Entrepreneurial Attitude

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I am optimistic about the future of some community colleges in America. The colleges that do the right thing, that choose the correct strategies today, have a good chance to maintain or even enhance their precious vitality. Those that choose not to act now will, I'm afraid, not do so well. We are all aware of the threats facing all of higher education today which we've not had to confront before. Of prime concern, of course, is the 25% national decline in the number of 18 year-olds in the next 10 years. This average will affect each of you differently: some areas can look forward to an increase in this population, others of you can expect a 50% decline or more.

The action which we take to cope with decline will determine the future of our individual institutions. There are people who respond in a philosophical way: "We shall serve whoever comes regardless of the number; this is our responsibility." Well, this point of view is a noble one but lacking in knowledge, foresight and prudence. It's like leaving your future completely to fate rather than taking steps to prepare for it.

I would urge you to consider selected business concepts such as strategic planning, marketing, and an entrepreneurial attitude in order to maintain quality and vitality.

There is a strong relationship between quality and quantity; one impacts the other in a continuous way. In other words, quantity maintains quality which maintains quantity which maintains quality, and on and on. The relationship, if we use it correctly, if we build on it, is a mutually advantageous one which can affect our future.

One year ago my staff computed the projected budget effect of a 10% decline in enrollment. Most of us derive a lot of money from enrollment, through state agency/tuition combinations that amount to a high correlation between enrollment figures and hard dollars. The staff calculated that with a 10% enrollment reduction we'd lose a corresponding million dollars—one million dollars in net profit. Triton is a 20 million dollar plus operation; we grossed one and one-half million on that 10%, but losing the enrollments would mean we'd have to pull one million out of the 20 million dollar operation. Those figures (again, computed at a 10% decline) can be realistically translated to the scale of your own institutional budgets. The impact of decline varies by institution. In some places, a 5% decline would be insignificant but a 10% decline would impact significantly. But the 10% (the million dollar) loss at Triton would affect the buying of books, paying the light bill, and similar critical issues.

Frequently, in situations like this, we lose our profit first. That 10% is a profitable one in academic terms because it is handled by part-time and overload faculty, both at lower rates than full-time faculty. Generically educational institutions don't respond well to fluctuations in revenue. So often we've used a surplus to support a long-term commitment (like hiring full-time, tenure-track faculty). So in reality we've planned our budget expenditures for the future without knowing what our revenues will be. I cannot tolerate that prospect. I don't want to lay off people, eliminate programs, nor cut back language,

music or remedial/developmental departments.

Any enrollment loss, which is a loss of quantity, impacts quality. We forego the purchase of equipment and supplies, people may be laid off, and morale will hit an all-time low. Opportunities for students will be curtailed as will services in the library; building maintenance will slow, no remodeling will occur in buildings or in programs. In short, we won't be able to change. This situation is not in the public's interest. We are all in this business, presidents and trustees alike, to make our colleges as good as they possibly can be. And if we allow the change in demographics to hit us without being prepared, our institutions may be needlessly and irreversibly damaged.

My goal at Triton is that 1985 and 1990 ought to offer students increased opportunities, better quality, more program diversity for more people than ever before. Not the reverse. To accomplish these goals we need to get moving now. If we fall behind, we can't catch up. We can't sell stock options or mortgage the library. Once we're behind, maintaining quality, changing the institution will be very difficult. The three business concepts of strategic planning, marketing, and an entrepreneurial attitude are most appropriate as a response to the environment.

Higher education, like much of education, hasn't really planned well, and planning hasn't been viewed as fun; it has been regarded as a laborious exercise. I think we have to change our opinion of planning. We need to choose goals and courses of action which maximize the vitality, the health, and the potential of the organization. Strategic planning involves the selection of critical, timely courses of action or goals and the strategies to implement those goals on time and with precision. We can't get away with just any one idea like we did in the 60's when no matter what we did we were successful in increasing enrollment and money. Times have changed. We can't do it anymore. We have to be precise. We need to have the practiced perceptive ability of companies.

I once read that General Motors had the capital and the flexibility to put three new cars on the market. Ford could initiate two cars, and Chrysler one. And there are some colleges that are like that. We certainly don't want to get into a position like Chrysler, or Ford for that matter, with just one gamble which has to make it. We have to get the notion of timing—doing things on time and with precision in a definite goal-oriented manner.

If I were to underscore one thing, and nothing else, I'd say don't rest on your laurels at this time. There's a great deal of optimism in higher education because our enrollment was strong last fall. Most colleges across America are doing well in enrollment, but this is a kind of false prosperity. It's a lot like the present temporary oil glut. It won't last forever. It is temporary, and we need to spend this time wisely preparing for a different situation.

In strategic planning, each college needs to engage in internal and external environmental assessment as never before. Internally, we need hard statistical data, statistics with utility, not just the traditional statistics that we've been preparing for ourselves and for state and federal agencies. We need some statistics with real meaning to help us manage; statistics that define strengths and weaknesses in our institutions. I also insist on a program portfolio containing analyses of different programs such as literature, English, welding, or nursing. Most of us have those types of programs. You need to have a portfolio to separate the good ones from the ones that aren't doing so well. Strategic planning terminology discusses these programs in the following categories:

1. *Cash cows* are those programs that you

make a lot of money with. They don't cost much, revenue is great, and they can fund the institution to a large part. All colleges have some cash cows. They are making a lot of money, bringing in a lot more than they cost and you are using that money right now to pay some bills.

2. *Stars* are programs that are real comers, programs that are moving and going somewhere. You probably have some stars. They are future-oriented programs with growth potential.

3. *Dogs* are programs with low enrollment, probably high cost, in which you lose money.

4. And *question marks* are those programs about which you are unsure.

When we analyzed our programs for last year, I learned with some embarrassment that our number one loser was physical education. It seemed to me that we were losing so much money in P.E. that I had a mythical Brink's truck going over to the gym dropping off cash daily. I also had the notion that I wanted to go over there and say, "Don't do another push-up; we can't afford it." So we're working on trying to change that situation, but it definitely does exist.

External planning needs to occur simultaneoulsy with internal planning. We need to understand the external environment, including the demographics of the service region, where students have come from, age forecasts, sex, ethnic characteristics, economic characteristics, housing characteristics, as well as what may happen in the community in the next ten years. And we need to understand how we're perceived by the community. That is very valuable information. For instance, in one of our service quadrants, three out of every four students who graduate from a certain high school and attend college come to Triton; we're real proud of that. And that's an indicator of market share, and something each college can ascertain for various portions of its service area. On the other hand, in the extreme southern portion of our district we don't nearly approach that three out of four ratio, but that, too, is valuable information. The institution can take corrective action in such an area.

Also, in analyzing the external environment, look for some holes in the marketplace, some things that no one else is doing. Examine the competition created by other colleges, other educational institutions, private, public, and proprietary. Also, I believe that in the future we are going to have more of what I call "generic competition," other things that people can do with their leisure time. Those are forms of competition that we need to understand.

A second business concept, marketing, relies on data gleaned through the strategic planning process. Many people are still nervous about marketing. They aren't sure that it is appropriate in higher education. I went through a number of stages and now I fully embrace marketing, think it's important, and encourage colleges to get over some hangups and understand it. We need it quite badly. Marketing is really being people-oriented, consumer-oriented, student-oriented. For example, I recently learned that almost all Triton students felt we were doing a poor job in our Financial Aids Office; they weren't happy with our service. Needless to say, that changed immediately. We could not afford that. New people were brought in and some people were let go to turn that image around.

Marketing is not crass promotion -- if done properly. Marketing is simply viewing the college through the eyes of the students. It does not mean lowering of standards. Marketing includes the four "P's": product, price, place, and promotion. It's an entire discipline, not just promotion. An important tool in marketing, for example, is marketing segmentation -- knowing the age, the sex, the job, the community from which the

students come -- which allows a college to segment its market accordingly and to target its promotional campaigns and change some statistics if it so desires.

Another important marketing concept is product differentiation. An example of product differentiation that I like to use is that of a bank which takes up a whole block. One side reflects the big bank image of marble, pillars, and brass. The corporate clientele use the entrance on this side. On the other side of the block the bank has a contemporary, consumer-oriented entrance. That bank has engaged in product differentiation. It's one bank but it appears in different ways to different people. We can follow that model in various academic areas. Courses can be packaged and marketed to differentiate our products for different people. Languages can be taken for college credit, for travel preparation, or for communication with foreign business executives. All of these are examples of product differentiation.

In addition, I would like to introduce a final concept, that of entrepreneurship, a mind set which includes some economic principles. For example, you might not want to double your enrollment in a program like nursing because you might double your losses. Some people let that simple economic principle pass them by. We need to develop and maximize our revenue potential while minimizing expenditures. We need to develop our own capital, our own risk money, because we won't get it elsewhere. We can't expect fantastic growth; we can't expect more from local taxpayers, or from the state. We have to rely on ourselves more and more to generate monies -- new monies. And we have to keep the new monies coming in to support change in our colleges to keep them contemporary in society.

In summary, all of higher education is threatened -- all of it. We're challenged by the demographics, inflation, and by ourselves, our bureaucracy, our traditions. We must change in response to or in anticipation of the changes in society. We must know ourselves. We must plan.

We need to diversify our programs, diversify our offerings for a changing market. Each college needs to develop its own unique strategy to ensure continued vitality, quality, comprehensiveness, and unique programming in light of local needs. We need to view the college through the eyes of the student. We need to be student-oriented, marketing-oriented. And those of you who are trustees are invaluable in some of these business approaches because you have, for the large part, business experience. You know the basic economic principles; if you double your enrollment in some programs you might double your losses. Trustees are valuable in asking those types of questions. Trustees can also be very helpful in helping the administration adopt marketing principles. You also need to discipline and police the organization to make sure it's not engaging in crass promotion. If anybody has any crazy ideas like scholarships in balloons or other crazy notions, the trustees need to put a halt to it.

The oriental culture takes an interesting approach to difficult situations. The Japanese definition of "crisis," for example, is "a threatening opportunity." Well, a threatening opportunity looms before us now. If we understand our strengths as well as our weaknesses, understand threats and respond to opportunities, and take corrective action, I am optimistic that we can serve the public in the next ten years even better than we have in the past.

International Education in a Pluralistic Society

Ivan G. Kurtz, Assistant President
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Internationalizing the community college can broaden the educational experience and development of every student in our colleges, because we share in a society and world that is a mosaic of many cultural and social milieus.

I am convinced that if we would serve our students with the most effective education, we must prepare them to live in a world that is at our everyday doorstep, to live in a kind of world that Marshall McLuhan has called our "global village."

Possibly your experience was similar to mine, growing up in a small village where I knew every member of every family in my village. It was an environment of what sociologists call primary relationships. If someone became ill, everyone knew. When two people, talking on the phone, discovered neither had heard what had happened to a neighbor's son who moved to Seattle, they would suddenly discover they were joined by a third party on the line who knew what happened to him. Yes, it was Minnie, the central operator, who freely shared the latest news. Minnie was like a talking newspaper.

Today, only 25 years later, we have seen that village intimacy expand to encompass an entire globe. Every evening in living color, before our very eyes, in our own living rooms, we catch up on the latest world's gossip, not by Minnie, but by Rather or Chancellor or Donaldson.

One of the principle tasks our educational institutions must undertake in the 1980's and 90's is to prepare our students to live and function productively in this "global village."

I propose to you that the contribution foreign students can bring to a campus is to force a faculty and staff, yes even a whole community, to deal with the frame of reference of their own cultural orientation. Don't think for a minute that international students can come on your campus and it is "business as usual." In both subtle and unnerving situations, everyone is touched, however so slightly. But growing out of the experience are a people better prepared to live in a pluralistic and variegated social world.

So often it happens that our exposure to cultural differences and uniquenesses grow out of frustrating, negative experiences. Imagine, for instance, the reaction of students and other spectators at Rutgers University when a visiting Peoples Republic of China basketball team played Rutgers. At the final buzzer, the game was a dead even tie. The Rutgers team trooped over to their coach to plan overtime strategy, but they and the thousands watching couldn't believe their eyes when the Chinese proceeded to walk off the court to return to their dressing room. "Hey, what's this? Where are you going? Interpreter, oh interpreter, come here -- what's going on? Hurry, tell them the game's not over. We've gotta play off this tie. We gotta find out

who's the best, who's gonna win!" The Chinese coach is summoned back to the gym. "What's the matter with you?" we demand. "Can't you see the game's not over? Now you bring your team back on the court, and we're gonna finish this game!" "But," he protests, "the game is over. We played a regulation four quarters. The fact the game ended in a tie shows it is a 'friendly' tie. Our teams are an even match." Several thousand upset spectators went to their homes that night chastening those "stupid Chinese" who refused to play to win. "See, what did I tell you? You can't trust a communist! And besides, if there is going to be no winner, why have a scoreboard in the first place?"

Unfortunately, it often happens on the college campus that misunderstandings and frustrations grow out of situations where certain behavior is expected by everyone -- faculty, administrators, custodians, and other students. But for a host of reasons (many of them cultural) the international student doesn't behave as everyone else.

Let's take a closer look. Suppose you owe a bill. You had wanted something very badly, but you couldn't pay cash. So you went into debt with a 30-day credit. You are sure you can pay the bill in 30 days. And the proprietor agrees to give you a 30-day extension. But on the 29th day your employer goes bankrupt, checks bounce, and now you are told you will not get paid for another 30 days. What do you do about the note that is due tomorrow? Most of you would do what I know I would do, I'd hot-foot it down to my creditor and ask for a 30-day extension. He will understand. After all, he knows you can't get blood out of turnips. Better give a second chance and save the cost of a collection agency, he concludes.

But in many cases, the international student runs a different program, a different set of values. If the controller of your college advances tuition to international students (which we have found to be a necessity in many legitimate cases) there is a high probability that some of those students will not be able to pay in 30 days. If money transfers from home aren't the problem, then stereo and Transam payments are. But be assured -- some of the international students will not come in to talk to the controller about the problem. In fact, they may take long detours to bypass his office. Suddenly, you find yourself in the midst of a complicated problem involving nonpayment, expulsion, immigration, and national credibility. Controllers and fiscal officers have their limits of latitude and patience, as we all do, and for them such simple misunderstandings as nonpayment are not to be excused, overlooked, or ignored.

Remember also that this international student who suddenly poses problems to everyone, often right up to the President himself, is going through a cultural shock. If he is a Saudi whose first class on campus was an English course with a woman instructor, I can tell you he has confronted an unbelievable crisis of identity and must adjust to learning from a woman for the first time in his life. He is understandably confused about many things -- timely payments, for one thing -- and faced with the range of adaptations that everyone of us would find difficult to handle if we were in his place.

There are so many unquestioned assumptions in the intellectual, emotional and cultural baggage the international student brings with him or her and some people, who are not sensitive to the global village, will say and do things to the student which pile crisis upon crisis for him or her.

Let me give a couple of examples. A Nigerian writes a paper for the English instructor. It is returned with corrected spelling: *theater*, not *theatre*. But his British

teacher back home had marked him down because he spelled it *theater*! I heard of a student from a certain country in Africa who wrote a theme paper for English. The assignment was to write a paper on wildlife in Northwest Ohio. The student wrote on alligators in the Maumee River. Now, the Maumee runs through Toledo into Lake Erie; and since you can see it frozen over all winter, anyone should know there aren't alligators in the Maumee. "So here -- rewrite your paper and this time do the assignment right!" But the student is left in a state of shock. Why, there isn't a river in his whole country that doesn't harbor alligators. How is the Maumee any different? Don't all rivers have alligators?

The greatest challenge, of course, for most of the international students is the language barrier. I call it a barrier because it is, indeed, a horrendous problem. The international student may not be able to follow the instructor, who is talking at too fast a clip. The student raises his hand, is recognized and attempts to communicate those parts of the comments he failed to hear. Have you ever tried to ask someone to repeat a portion of a conversation you didn't hear? Very difficult, isn't it? Add the burden of mental translation in communicating, and it is no wonder the instructor and other students get so impatient.

These are only some of the reasons it isn't difficult to find a ground-swell of dissatisfaction over the presence of international students on a college campus. Nevertheless, if we desire to educate our students to live in the global village and to function in a pluralistic society, it is obvious to me that the presence of international students can enhance our efforts to graduate mature citizens who are capable of coping effectively in a complex, interrelated and interdependent world.

I would propose five major concerns for an institution to consider in establishing an arena of positive relationships to enhance the educational scene that involves international students.

First, is commitment to internationalizing the campus. This commitment must reside in the board of trustees, the president, and a significant cross-section of the college community. Second, admissions policies for internationals must be thoroughly debated and clearly identified. Will transfers be accepted? What testing device will be used and cutoff score required for admission? Third, what arrangements will be made for English as a Second Language instruction to augment needed language skills? Fourth, will the college require the same courses for graduation that are required for national students? For example, is there a reason to require a successful completion of an American government course by a student from Botswana? Finally, a fifth area of concern is the social orientation provided for the international student. What shall be provided, in addition to our college orientation course of one credit, to assist the international student to understand how to live in a very pluralistic and unstructured society rather than the monolithic and structured society back home? Will we assist the student in finding decent housing, transportation, banking services, used clothing stores, host families?

These areas of concern are not exhaustive, but they are a start in planning for a population of students whose very presence can benefit us, our students and, in a small but important way, the whole global village.

Keeping Current in Education/Community Needs: A Trustee's View

Anne M. McKinnon, Trustee
Valencia Community College
Orlando, Florida

There is a vicious little germ that can invade an organization; it's the "too busy/can't do it" germ. This germ is infectious within an organization, for when a campus dean becomes "too busy/can't do it", it soon spreads to the campus department heads and then to the faculty and then to the service areas of the college. When a college can't respond to an expressed need from a local business for a special training program because *they are too busy* and *they can't do it*, the germ spreads to other parts of the college who are charged with meeting community needs. Before long an infection spreads throughout the college, and the college does become too busy and *can't do it*!

A reason for the "too busy/can't do it" situation is that people within organizations become comfortable and satisfied with activities they have learned to do well. In a community college we may have learned to teach a program so well that teaching the program has become the object as opposed to meeting the need within the community or within the student body for the program. An example might be a college continuing to teach only basic electricity when, obviously, the industry needs people trained in electronics.

Opening new programs in a new college may be far easier than keeping current in an established community college, for with new programs, there's a rush of excitement with involvement of the community, advisory committees, visiting other facilities, interviewing and hiring new faculty, recruiting and selecting students, and other enthusiastic activities surrounding the beginning of something new. Whereas, in an established college with operating programs it may have become hard to get a quorum of business people to come to a program advisory committee meeting, the equipment may have become old and outdated, and yes, even, reservations may exist about the judgment that was used in the hiring of some of the faculty members a few years ago.

The question then becomes, from the perspective of a trustee, "How can a college stay current in terms of educational and community needs?" First, some words about philosophy and commitment need to be said. Secondly, methods of keeping current need to be discussed. And finally, some challenges need to be made.

There must be a commitment to currency. A general prevailing philosophy needs to exist, that the community college will serve its changing community, meet its educational and community needs. The commitment and philosophy become a set of attitudes. The attitudes are sensitivity, awareness, responsiveness, and flexibility.

Sensitivity refers to a caring and knowing feeling in the college as to what is happening in the community and a concern for what is happening. The focal point is the community, not the college.

Awareness is a knowledge base that the institution builds about the community. The

data may come informally or formally, but the college is committed to being aware of needs and changes in the community.

Responsiveness is putting feet to the commitment. It's an attitude of not only the college staying sensitive and aware but willing to make a response.

Flexibility is a feeling that the college programs and structures are not so rigid that they can't change to meet changing community needs.

These attitudes held by trustees and staff alike become catalysts for staff renewal and for curriculum viability. With the commitment to responsiveness, a program and its personnel must stay current in its field and must be ready to respond to different needs. Curriculum viability means that there must be processes to insure that the programs of the college are indeed meeting community needs that are current, and that are not simply tradition.

In summary, a community college must "keep current" if it is to be responsive to its community.

Methods of Keeping Current

We may have a burning desire and commitment for currency, but burning and desiring can't make us current. Just what are some processes that can keep the college current and responsive to community needs? Trustees have an interesting position in the "keeping current activity", for they are both part of the process as well as governors of the process. So, let's think both of the role of the trustee as well as the role of the individual staff member in the activity.

First and foremost, a trustee must support and encourage its president to be involved in the community and aware of its needs and issues. The president should feel the support and the direction of the board as he works in the community and provides leadership to an institution that might all too readily become "too busy/can't do it."

Civic involvement by individual trustees and the college staff is an absolute must. Imagine how many community needs and issues and civic positions are formulated at Rotary, Kiwanis, Sertoma, Junior League, and other voluntary organizations within the community. College staff members should be a part of these civic associations, representing the institution and offering college resources to meet community needs. There should also exist within the college a way of processing information that ensures that current community needs are heard by appropriate college decision-makers. Administrative and staff involvement in civic organizations is so important in my estimation, that the college should encourage participation even to the point of picking up the expenses.

Program advisory committees exist in most community colleges and for most career/vocational programs. However, once past the initial start up activities of the program, it's often hard to keep a program's advisory committee active and productive. A major contribution that advisory committees can make, is in the area of staying current. Business persons are typically at the forefront of new technolgoy and means of improving their efficiency. They can serve as barometers and forecasters of training needs and expectations in the future. Often, they are not conditioned to think of training manpower needs in their planning, however, with good program advisory participation, manpower training needs can become a part of the planning of both the business person and the college. Trustees can certainly help in the program advisory process by encouraging friends and associates to parti-

cipate on committees, by asking for regular reports from the college president on the activities of the advisory committees, and by nurturing and stating the college's commitment to currency.

There needs to be an on-going needs assessment for vocational training. These studies may be one year or several years in length and provide a means of planning for educational training programs. The trustee needs to be aware that this process is indeed in place and that the information gained is a part of college planning.

Another major source of information leading to responsiveness to the community is staff participation on industrial development corporations. Most communities are seeking industrial development. College staff should participate as members of the industrial development corporation, and also as part of the search teams for new industry. The influence of trustees with various community leaders may assist in placing college staff members in responsible voluntary roles in the industrial development groups.

Another method of promoting responsiveness to community needs is to have an open agenda item at each board meeting for discussion of what's happening in the community and what are some of the educational and service needs that are being identified. Often a trustee's comment or insight at such a meeting can provide direction for the college staff to seek out further information and make recommendations on responding to the community need.

The above processes are informal; however, if done well, and if done with a commitment, they can provide good inside information on the needs of the community, for indeed the college is part of the community through this process.

There are two further areas which I would like to describe that contribute to college currency. The first is the process of accountability and the second is curriculum viability studies.

Accountability studies can be self-assessments on the part of trustees as to the extent that the college is meeting its mission and goals. Often staff can provide information needed for trustees to make this assessment. However, I feel that it is important that trustees set aside a certain amount of time to conduct accountability studies. The accountability study provides answers to the question of how well the institution is meeting its mission and goals.

The second, and more formal process, is curriculum viability studies. For instance, at Valencia the staff is now conducting studies on eight career programs which have been identified as risky or very risky based upon program criteria. Program criteria include such things as placement rates, which describes the number of graduates of the program who are placed in field in which they are trained, retention rates, and costs. This is an annual process and helps insure that each career program, based upon these criteria, will be examined. Programs failing to meet three or more of the four criteria, are reviewed for continuation. Programs failing to meet two of the criteria are reviewed for revision. The reviews take place by task forces of faculty and administrators to make recommendations directly to the president. It is hoped that this process will help insure that curriculum sacred cows are carefully dealt with and that the college does not spend its resources on programs that are no longer meeting the needs of the community.

Challenges

In summary, "I'm too busy/I can't do it" is a

germ we want to avoid. In fact as a trustee, I'm glad to hear that our college staff is too busy. But I hope that I will never hear that it's too busy and *it can't do it*. If we ever take that stance, we lose our capability of staying abreast of community needs and staying current in our programs to meet community needs.

So now for some parting challenges:

1. Stay busy as trustees, stay real busy, but don't become a "can't do it."

2. As a second challenge, let's commit ourselves to support our presidents and provide direction for them to be community involved and community oriented. Let's be a model for that behavior by civic involvement ourselves.

3. Let's support on-going college viability and accountability studies to ensure that our existing programs, which are often the too busy part of our lives, do not keep us from being responsive.

I Became A Trustee: Now What?

M.C. "Nick" Nicolai, Trustee
Yavapai College
Prescott, Arizona

A new conscientious board member will always have concerns about his forthcoming trusteeship. I'd like to address myself to three questions he might have. First, how much of himself is he able and willing to give? Second, how should he obtain his orientation for the job? Finally, what should he know about previous important or controversial issues in which his board has been involved?

Let me provide some perspective about the board on which I serve. Yavapai College, in Prescott, Arizona, has a total enrollment of about 5,000 students and a full time student equivalent of about 2,000. Each of our five board members is elected by the voters of his county precinct for a period of four years. We have no committees on our board. Perhaps this accounts for our monthly meetings typically running from 10:00 a.m. to 5:00 p.m. or later. However, each of us feels comfortable in examining all the details before coming to a conclusion. In addition to our monthly meetings, we attend a three day work session or retreat each summer to update the college goals and objectives for the coming year and discuss particular items we want to examine in depth.

Now, let's look at some answers to the questions I posed above. As to how much of oneself a person is able and willing to give to the job, let me state a fact. In order to be an effective trustee, one must spend a good deal of time at it. You have probably found yourself, as I have, collecting stacks of documents and papers that require in-depth study. About a week in advance of each of our monthly meetings, the president's office sends each of us a substantial packet of papers pertaining to the agenda items to be discussed. The students and faculty are not the only ones who must do their homework. Yet, one of our most active trustees is a medical doctor with a surgical practice. His devotion to the board is a fine example to the rest of us.

Now let's discuss briefly where a board member should obtain the orientation that will help him be an effective trustee. One obvious answer is at workshops at Association of Community College Trustees meetings. ACCT publications are also extremely helpful and informative. In addition, an in-depth orientation program within one's own college is important. As a new trustee, I was scheduled by our college president to spend time with each of the deans and administrators in order to better understand their functions. This, along with studying our *Policy and Procedures Manual*, and attending several cabinet meetings and State Board meetings, was the primary orientation I received. However, I feel strongly that the board itself should help new members understand their roles, duties and responsibilities.

The third question a new trustee might well ask pertains to previous actions and decisions of his board. Let's look at actual cases. I think you will find them interesting.

During our retreat two years ago, an editorial appeared in the Prescott paper titled "Board Lax on Open Meetings." This resulted from our meeting being called to order and a member moving that the board meet in "executive caucus." The motion was seconded and passed and the audience was asked to leave the room. A young reporter went to the nearest telephone, called his

editor, and reported that we had not specified the purpose of the "executive caucus." The editor immediately and angrily telephoned our college president, called him out of the meeting, and asked for an explanation. The editor's allegation of a possible violation of the open meeting law was dropped when both the board president and the college president agreed that the board was in error in calling an "executive caucus," that no decisions were made, and that it would not happen again. We are required to have open meetings in Arizona, and we can go into executive session for only a few reasons such as discussing specific personnel matters or consulting with our attorney.

Some time later, our board requested a legal opinion of our attorney as to how a quorum (three or more) of our members could get together without violating the open meeting law. The attorney's reply, in writing (and it's in my file), was:
"If a quorum of the board is present, care should be taken that no discussion or exchange of facts takes place which concern or could reasonably be foreseen as requiring some action of the board."

We are all very careful that our conversations do not concern board business when three or more of us find ourselves together outside our scheduled meetings.

Sometimes we have found it prudent to table an action until we could obtain a legal opinion on a particular question. For example, a local radio station in Prescott broadcasts some of our baseball and basketball games. Last year, the owner of the station came before the board and requested that we grant him an exclusive five year contract for future sports broadcasts. The station had been doing a good job for us, and we were happy with its performance, but we hesitated to give it a five year monopoly at the exclusion of other radio stations. We requested a legal opinion prior to making our decision. The opinion was that we should grant no multi-year contracts.

We have found that good community relations are important. This was demonstrated recently when our Student Union Activities Commission requested the board to approve the installation of a large marquee at the entrance to our campus. One of our state universities has such a sign. It was to have flashing lights that could be programmed to portray messages to passersby. The students had obtained a tentative donation of the sign from a local bank and it would have displayed the bank's logo along with the messages. When this proposal was introduced to the board, several local citizens objected because the sign was significantly larger than specified in the city sign code. Yavapai College is on state property that adjoins the city of Prescott. We legally do not fall within city ordinances; however, in the interest of good community relations, we asked that the Student Union Activities Commission investigate whether or not the bank would supply a smaller version of the sign that would meet the city code. The bank was not interested in a smaller sign and our decision was made for us. It is not logical that a community college should antagonize the community it serves.

Another instance concerned our working relationship with the foundation associated with our college. In its articles of incorporation, our foundation is allowed to acquire and use donated funds, on behalf of the college. During a recent board meeting, one of our trustees stated that our board should have jurisdiction over the foundation's scholarship funds. The matter was referred to counsel and the legal opinion was that the foundation had exclusive control over its scholarship funds. In order to have better coordination and understanding with the foundation, one of our board members now attends foundation meetings in a liaison capacity. Our foundation has, on two occasions purchased land and buildings on behalf of the college. The college then makes payments to the foundation until the land and/or buildings are paid off and the foundation retains title.

In addition, Yavapai College last year constructed, as a teaching project, a 2300 square foot solar house in Prescott. The house was built on a view lot purchased by the foundation. The house and lot are now in the process of being sold at a substantial profit. The profit will then be used to pay off the debt to the foundation for the purchase of the lot and to underwrite most of the salary of the instructor of the project. We hope to continue this process annually. Our foundation gives us a latitude of operation that would not be possible without it. A good working relationship between it and the board is essential.

Finally, I would like to relate a recent exercise in which we took a hard look at our intercollegiate athletic program. It had been brought to the attention of one of our board members that certain athletes were competing while failing or maintaining low grade point averages, although they technically met NJCAA and conference standards. In addition, it was alleged that athletes were being given preferential treatment.

The board devoted most of an all-day meeting to this problem with some interesting results. Prior to the meeting, the administration organized a Faculty Advisory Committee on Athletics which made a comprehensive study of the situation and submitted some detailed recommendations to the board. One of the 14 recommendations was for the appointment of a faculty advisor who would be responsible for all student athletes. After much discussion, our board accepted most of the recommendations and approved a plan whereby Yavapai College athletes would exceed the NJCAA minimum requirements of at least ten hours of college work, with a grade point average of 1.5 or better. In the future our athletes must complete a minimum of twelve hours and maintain a grade point average of 2.0 or better.

This new approach of emphasizing the scholastic aspect of student athletics by raising the eligibility requirements has created much comment—most of it complimentary. The first reaction of our coaches, however, was that they will have difficulty in recruiting. Time will tell whether or not our decision was too idealistic. We don't think it is.

These then have been some specific board actions at Yavapai College. If a new trustee were to examine copies of our minutes for the past three years, he would discover that past boards had concluded that meetings in Arizona must be open except in a few special cases, that legal opinions should be obtained when any doubt exists, that it pays to have good relationships with the community and the foundation, and finally, that athletes should be given meaningful educations.

In closing, I would like to mention a conversation I had at a recent ACCT seminar. I happened to mention to a trustee I had just met that I enjoyed being a board member. His reply was, "If you enjoy it, you're not doing it correctly." I hope he wasn't right.

The Power And Politics of State And National Education Policy

Carl E. Plaum, Trustee
Moraine Park Technical Institute
Fond du Lac, Wisconsin

Introduction

The goals of college trustees today can best be pursued in three parts First, we have to come to grips with the fact that the development of education policy, especially at the state and national level, is very political.

If we can accept this fact, then the next concern is: Can we as trustees do anything to influence or shape the policies that are thrust upon our institutions?

If we believe that we can influence these policies, then the question arises: How can we be most effective in pursuit of this goal? Let us take off our "tinted glasses" and take a realistic look at state and national politics.

Politics is part of policy making and should be the concern of every board member. Educational policy development is a political process involving board members, citizens, and other influential individuals. Politics, boards, and education do mix. The attitude of many citizens has been that politics has no place in public education. This view is held despite the fact that our schools are governmental units, financed with public funds, and governed by boards who are there as a result of a political process.

Until recently trustees, administrators, and others had not concerned themselves with the politics of educational policy development. During the decade of the 70's the hue and cry of so many was "if you don't like it, get involved and change it. Don't stand on the side and criticize." Many people became involved and influential. Thus, the political process is now the accepted way of conducting our affairs.

Traditional Attitudes

The traditional attitude of our citizens toward politics in general is not a wholesome one. When people speak of politics, they generally refer to partisan political activities. People think of politics as synonymous with favoritism and a system of patronage where decisions are made by a few powerful politicians in an unscrupulous manner. It is not surprising that our citizens do not want our schools dealt with in a political manner.

Public education in our country has been organized separately and independently from other local, state, and federal governmental units. The separation from other governmental units has its roots in our United States Constitution where education is a state responsibility and a local matter. This has not kept the federal government from influencing our local educational affairs.

Public education has largely avoided political party conflicts, freeing schools from the fortunes or misfortunes of a particular political party. Many board members and the citizens they represent are critical of the idea of party politics in education and will not accept any compromise in that regard.

There are no influential organizations or recognized political parties that are anti-education. Quite the contrary, all seem to support the purposes for which our institutions have been established. For evidence of

this you need only look at the platforms of major parties in your state. It is interesting to note the campaign ads of President Carter where he characterized himself as a planner and "educator." Partisan political activity should be kept separate and apart from educational policy making.

We should also take a look at the definition of politics.

Definition of Politics

The very fact that you are a board member means that you have been involved successfully in politics. In some states, board members are elected, while in others they are appointed. The process may involve a governor, local governmental units, or other officials. The appointment is a part of a political process.

A dictionary definition of politics is "the science or art of political government." Political scientists are in accord that politics in a democracy is importantly related to power and influence and not restricted to political party activities only. The study of politics is a study of influence and the influential. Politics is a struggle for power, the attempt to influence the course of public policy, and public decision making. Politics, therefore, is a process; a process of influencing and being influenced; of translating the resulting pressures into public policies.

The aim of politics in education is to influence decisions relating to public issues. All governmental units, meaning our institutions, exist to maintain control of the policies, programs, and events which affect the lives of the citizens. In a democracy, the ideal political system is one which makes available the greatest possible benefits to all of the people that are involved or could potentially be involved in the institution.

Politics, therefore, can be defined as the relationship among individuals and groups as they seek to exert their influence (power) in such a way as to shape the thinking of those concerned with the public good. Politics is, therefore, every citizen's business. It is the responsibility of the boards to serve the people and, therefore, they MUST engage in politics.

George E. Potter, in his book, *Trusteeship*, describes an effective board as being "one whose members come from diverse backgrounds but share one common bond: a deep love for the institution." Members of effective community college and technical institute boards are active, dedicated, involved, and most of all, informed. An effective board insists upon being the policy maker for all aspects of the institution's life, but refuses to meddle in the administration of the institution. An effective board considers itself a team with each trustee having great respect for, and trust of, the other members of the board and the president or district director. The fact that board members do have diverse backgrounds and interests and come to the institution with purposes as previously mentioned, means that to be effective the board will have to be influenced by one another, the administration, and the people within the district. It is this interrelationship among the individuals on the board and others which is the heart of the political process.

Schools Are Political

Our schools are legal, governmental entities created by certain state and local laws which give them the authority to conduct the educational function at a local or state level. State laws govern the institutions. Our districts are governed in most cases by boards. These boards are responsible to the people within the district or state for the programs and services entrusted to them. Educational policies and programs gain public acceptance when board members engage in the political process: Involving people in the operation of the institution. Schools belong to the people and we, as board members, are accountable to these people

for our actions.

As a board member of the Moraine Park Technical Institute in Fond du Lac, Wisconsin for the past twelve years and now as president of the Wisconsin Boards Association of Vocational, Technical and Adult Education, my specific interest is in this field. Here is a brief overview of the development of vocational, technical and adult education, and the influence of national politics on it.

The first piece of federal legislation to affect vocational education was the Smith-Hughes Act of 1917. This law was a result of the change of our society from an agricultural to an industrial economy. The need for persons with different kinds of skills was recognized by the Congress. Funds were established to influence states and schools to begin the development of programs in order to meet citizens' needs as they sought work. Additional vocational education acts were developed in order to respond to certain social issues.

Some of the other significant laws which affected vocational education include the Vocational Education Act of 1963. This law was written at a time when there was great concern for the youth of our country, especially those in large urban cities. Here employment opportunities were lacking as were the quality and type of educational offerings. This was a time of social unrest. The law was again revised in 1968 amidst war protests and riots in some of our large cities.

Again, in 1976, vocational education was looked at by the national policy makers and again influenced by many groups. For the first time there were no less than five different special interest groups trying to affect vocational education. The law written in 1976, and being considered in 1980 for revision, considered the social issues of women's rights, the handicapped, the disadvantaged, and minorities. One of the major concerns of the policy makers was one of access to the institutions.

It appears today that the next social influence to be felt in vocational education and in our institutions is that of the industrial revitalization of our country. Think of the laws which have changed at the federal level that affect our schools and the degree in which they influence our policies, procedures, and educational institutions. In the late 1960's and throughout the 1970's, higher education was a national goal and billions of dollars have been spent to achieve it.

At Moraine Park, approximately 50% of the students attending our institution on a full-time basis are in total or in part receiving federal or state assistance to pay for tuition, fees, and other expenses.

Most federal programs or policies have noble intent and many people have been helped. However, a new voice is being heard: That of the beleaguered taxpayer who is saying, "Hold it folks. Just how much of the good things can we afford? What do we really need?"

Our institutions have benefited by many federal and state programs and policies. Subsequently, we have served the needs of many. However, it is more necessary now than ever before for boards to carefully evaluate the optional federal programs before participating in them.

This taxpayer movement must be reckoned with, and it will take great effort on the part of boards and administrators to prevent many of the good things from being undone. This certainly is politics in action and will necessitate the establishment of priorities in the services that our institutions can provide.

Influence And Policy

National, political influences affect our decision making and policies which deal with finance, programs, services, and admissions. There are other influences in our districts which are political in nature such as other educational bureaucracies, influential

individuals, elections, foundations, voluntary bodies, and labor organizations. Some of these influences are formal and some are informal, but all are political for they are attempting to shape decisions regarding public education.

With the advent of collective bargaining, one must consider this process an attempt to influence the educational decision making of the boards. An example is a Wisconsin law which was recently acted upon by our state legislature. In no uncertain terms this law states that public school districts shall enter into a contract with the vocational school district to provide a meaningful educational program for the turned-off student, if they request it.

No extra state monies have been earmarked for either party in this contract. Vocational programs are, by their very nature, more expensive than traditional classroom situations and this presents a real problem to the public school districts. If the two parties cannot reach agreement, then the superintendent of public instruction and the state director of the VTAE system are charged with arriving at a solution or "price", and it becomes incumbent upon the two parties to accept and follow it.

Needless to say, these directives have caused much concern among public schools and VTAE district boards. In an effort to address these concerns and to resolve sticky issues, the Wisconsin VTAE Boards Association has taken the initiative in developing a relationship with the Wisconsin Association of Public School Boards. Undoubtedly, we shall influence each other in arriving at solutions to problems created by this new law. This represents politics at its finest.

Implications for the Board Member

Politics in education is here to stay. Can we influence or help shape policies being developed? Yes, we can and we must. This next decade will be a period of tremendous change affecting all of education. As trustees you will be challenged at every turn. Business, industry, and agriculture will present unprecedented needs. New students and returning students will inundate us with requests for services and the taxpayers, through their legislators, will demand an ever increasing degree of accountability and priority setting. Unless we respond adequately to these pressures, we shall lose control of our institutions.

Since politics, in the context of this article, is synonymous with influence, it is necessary for board members to constantly be aware of the nature and types of influence related to power and its relationship to public policy making. Power has been defined as a word that will be used to describe the acts of men and women going about the business of moving other men and women. Some experts have indicated that a powerful person is a person who can influence others to behave in terms of his or her own interests and goals. Let us then look at ways in which we can best direct our efforts to influence legislators and the public in behalf of our institutions.

Although a single individual may be able to exert a great deal of power under certain circumstances usually groups, associations, and boards tend to be even more influential.

Consider the state association of board members which has been established to represent the interests of these local boards, institutions, and citizens.

In Wisconsin, the sixteen vocational districts have joined forces to form the Wisconsin VTAE District Boards Association which will be ten years old next year. There are approximately eight standing committees formed by the Association. These committees usually work in conjunction with the Administrators' Association's corresponding committees in an attempt to affect proposed legislation or to address various problems. Progress has been slow but ex-

perience has caused us to become more sophisticated and subsequently more effective.

There are the national associations, such as ACCT. The American Association of Community and Junior Colleges and the American Vocational Association are other groups. These groups working in concert have had, and will continue to have, a tremendous effect upon the consideration of national policies and in the initiation of policies for national consideration.

George E. Potter, in his book on trusteeship, points out that while state and national associations employing professional representatives are desirable, ultimately these associations depend upon the efforts of individual boards and individual board members. Associations can coordinate the political effort. Associations can inform legislative bodies and executive agencies. However it is the effort of each individual that brings about the desired result in a political arena.

How does a trustee effectively engage in the political process of influencing the decisions of other public officials? First, a trustee must be informed and honest. There is nothing any person, particularly an elected official, resents more than being given erroneous information intentially or otherwise. Know your subject matter, know the ramifications of a particular proposal for the institution that you represent. Contact your local officials. Express your point of view. Indicate your support or nonsupport for a particular issue. Open up the lines of communication with the politicians and other influential leaders in your community. Do not hesitate to insist upon a commitment from a particular legislator. You have the right to know your legislator's position on any matter, for that person will have to vote at some point on a particular issue.

Summary

In summary, communicate with individuals and groups within your community at the state and national levels. Take the initiative and involve the citizens in the public policy making that you are responsible for. Education is every citizen's business and their involvement is important in the operation of a successful institution.

TRUSTEE QUARTERLY

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Creating Relevant Policies

George R. Conger, President
Aims Community College
Greeley, Colorado

The corporate identity of a community junior college resides with that body of elected or appointed laymen known as the college's policy makers. They function from place to place under a variety of titles: The College Committee, The Board of Trustees, The Regents, The Board of Control, The Board of Trust, The Governing Board and The Board of Directors. For our purposes here we will refer to them simply as the board.

Many board members with whom I have talked believe that the concept of a lay board for our colleges is modeled after our American big-business corporate system. As a matter of fact, our system of collegiate governance employing lay boards actually evolved from problems that developed in the 1300's in Italy when colleges were controlled exclusively by students. Things had gotten so out of hand that the intimidated professors asked the civil authorities to take control of the unruly situation, and they did. They subsequently created a separate board as a means of control and that pattern eventually migrated to the United States via Holland, Switzerland and Scotland.[1] The idea of a lay board to control the affairs of the American colleges was, therefore, well established some time before American business corporations and their Boards of Directors appeared on the scene.

The twentieth-century American college board assumes either by statute or by its own bylaws a number of major obligations; establishing institutional policy is one. The term itself has come to connote authority that is seldom questioned. With the answer "That's Policy," many troublesome questions are resolved. It's policy and that's that.

Webster's New World Dictionary of the American Language (Second Edition, 1972) indicates that the word, policy, has its roots in the ancient language of the Greeks; specifically, the term has evolved from the Greek word, *politera*, which interestingly enough is also the basis for another currently familiar world: police. Policies are, therefore, the enforceable rules by which colleges function.

Colleges have existed in this country since 1636 when Harvard was founded. Currently over 3,500 public and private postsecondary educational and training institutions are functioning in America and there is every reason to believe that the majority of them will continue their operations well into and beyond the twenty-first century. The boards of these colleges, of course, are and will continue to exist as their central legal authorities. The membership of these boards, however, changes with the passage of time. Some members lose elections, others lose favor with the appointing authority, a few resign, others die. Whatever the impetus for termination, the personality of the board changes as new members replace veterans. And members of today's board may not see issues in the same light as did those who comprised yesterday's committee. Yet it is today's board that is responsible for the affairs of the college today. Yesterday's solutions may not be applicable to tomorrow's dilemma.

If this logic holds true for attitudes and practices, it must also have legitimacy insofar

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If this logic holds true for attitudes and practices, it must also have legitimacy insofar

as college policy is concerned. If Harvard's seventeenth-century policies concerning the restrictive nature of its curriculum and its modest standards for admission had not changed with the times and the convictions of its board, the Harvard you and I know would not exist.

Policies, like people and programs need to be evaluated periodically to determine their relevance and effectiveness. So, in one sense, the most practical way of creating relevant policies is to revise old ones so that they are responsive to present conditions and conform to current convictions held by a majority of the members of the board. This is a maintenance function and too often it is neglected because it is not a chore that is either exciting or entertaining but it is quite necessary.

Colleges are usually very good about keeping their policies in a manual of some sort. Some of us take pride in the appearance and usefulness of this document, the *Policy Manual*, but if the truth were known, most of us have put them together simply because accrediting agencies require them. They are in all probability read more frequently and thoroughly by accreditation visitation teams than they are by our staff or the board. That's unfortunate but understandable.

Most policy manuals are confusing. Few let the reader know where to locate a particular policy on a specific topic. Fewer are interesting to read. They look like collections of old legal opinions. The language is awkward and generally archaic. For some reason we tend to believe such things appear more official if the average reader has difficulty comprehending their meaning.

A college may create the most relevant policies in the world but if they cannot be quickly retrieved when needed or understood when read, they lose quite a bit of their relevance. Therefore, the policy manual itself has a role to play in this matter of creating or maintaining functional policies.

The effective manual is logically organized, properly indexed and it is readable. If it has an attractive binder or cover and if it is easy to add a page here and there when necessary, then the manual is even better. But if it's not useable, it's useless.

Too many laymen who serve on college boards shy away from certain kinds of policy matters. Most understand the world of finance so they are not reluctant to speak up on fiscal matters; however, in more philosophical areas such as General Education Requirements or Nonpunative Grading Practices they tend to withdraw. This is a natural reaction when being confronted with the unfamiliar. However, to be a board member a person has to have special talents and strengths or else he would not have been elected or appointed to the post. These qualities give the board member keener insights whether he realizes it or not. These traits permit the board member to see farther along the path, to feel things others ignore and to hear comments other ears miss. From time to time he may propose a course of action that seems peculiar, impetuous or downright dangerous to his colleagues or the college president. But if such a proposal evolves from the board member's personal observations and convictions and if it is seasoned with sound judgment and reasonableness, then he should pursue it. To capitulate to less informed or less inspired associates betrays the trust of those who put him on the board and it detracts from the board's total ability to create relevant policies. In the final analysis, it is the board which defines the term: relevant.

A review of community junior college policy manuals would turn up a number of common topics. My personal limited, though careful study, supports this. I have found that any community junior college policy manual one looks at is likely to contain statements concerning the following:

LEGAL PROVISIONS
Source of Authority

THE BOARD
Membership
- Method of Selection
- Term of Office
- Compensation
- Quorum
- Officers
- Organization

Duties
Powers

THE PRESIDENT
Method of Selection
Relationship to Board
Duties and Authority

CHAIRMAN OF THE BOARD
Relationship to President
Relationship to Other Board Members
Distinctive Powers

COLLEGE TABLE OF ORGANIZATION

THE COLLEGE STAFF
Appointment/Termination
Salary Schedules
Participation Re: Policy
Settling Disputes
Leaves/Benefits
Tenure
Reduction in Force
Academic Freedom
Collective Bargaining
Outside Employment
Patents/Copyrights
Political Activity
Evaluation
Nepotism
Affirmative Action

STUDENTS
Admissions
Fees/Tuition
Participation Re: Policy
Due Process
Disruptive Behavior
Organizations
Athletics
Waivers
Equal Access
Grading

EDUCATIONAL PROGRAMS
Purposes
Functions
Organization

BUSINESS MANAGEMENT
Budget
Audit
Purchasing/Contracts
Insurance
Parking
Gifts
Use of Facilities
Construction/Maintenance
Solicitations

Policy statements which relate to the topics in my outline are obviously relevant or they would not be so universally accepted. There are, however, situations and conditions which exist in one community or on a specific campus that are foreign most everywhere else. Some may influence policy. An example or two may illustrate this point.

In the state of New York the Sullivan Act prohibits the ownership of handguns by the general public. In Colorado there is no similar legal restriction concerning one's right to own a gun and, at times, it seems as though everyone has at least one. One Colorado junior college, Trinidad, in fact, has one of the nation's finest training programs in gunsmithing. One can readily see that the issue of handguns on campus may be no problem at all at Cayuga Community College in Auburn, New York, but that it might be a bothersome matter at Colorado Northwestern Community College in rural, remote Rangely. And at Trinidad State Junior College, which is also a rural and remote community, one can understand that if it were to have similar concern like the hypothetical one cited at Rangely, the Trinidad board would have to deal with it differently. The Rangely board may be able to draft a policy statement which would totally prohibit guns

of any type on campus. The Trinidad policy statement would have to address the general problem yet not inhibit the operations of its gunsmith program.

Florida Keys Community College in Key West, Florida, is situated on the edge of an island facing the waters of the Gulf of Mexico. Less than fifty yards from their Student Center stands the modest boat dock which can accommodate a handful of small vessels. Because a large number of students and staff own their own water crafts, the dock as well as the seawalls and beaches which surround the beautiful campus would be cluttered with skiffs, dinghys and dorys if rules did not exist to regulate this possible abuse. If the board of that college felt the circumstances required a policy pronouncement concerning water craft, its members would be addressing an issue that would be totally irrelevant to their counterparts who set policy at Pima Community College in Tucson, Arizona. Yet Pima may be facing an equally troublesome problem with saddle horses on its grounds. A policy concerning boats in Key West or horses in Tucson is relevant in an exclusive fashion for each college in its distinctive location. Yet the boat policy would be as irrelevant for Pima as the horse policy would be for Florida Keys.

One board's relevant policy, therefore, may have no application whatsoever to another board's situation. Relevancy is relative. Relevance relates to matters under consideration; things that are pertinent; issues that are immediate and appropriate.

Miami-Dade Community College's New World Campus is located in downtown Miami, Florida. Parking spaces are scarce. A policy relating to parking is relevant in Miami. Central Wyoming College in Riverton does not have the urban crowds with which to deal nor does it struggle with a sparseness of space; therefore, parking problems are not nearly so pertinent. The College of Eastern Utah in Price has a restricted number of financial institutions with which to deal so a policy statement concerning college banking practices may not be a burning issue of urgency but for the Los Angeles Community College District in California where scores of banks within a ten-mile radius are vigorously competing for business and demanding fair consideration from public agencies, it may be a matter of immediacy.

Relevance has something to do with significance, too. Every problem does not warrant a statement of policy. Boards need to permit enough latitude in the operations of their institutions for the exercise of administrative judgment. Some things are better left in the hands of managers than on pages of manuals. Policies that prescribe parameters within which presidents and deans are free to roam are generally relevant whereas rigid, inflexible pronouncements usually are not. Leave policies should, for example, authorize out-of-state travel for the professional staff to attend professional conferences. That's relevant. Leave policies should, however, avoid listing names of specific conferences. Those that do tend to be outdated quite soon and, consequently, become irrelevant. No board wants to spend time at each meeting revising its policies or hearing reasons why the president has made exceptions to them. If they are relevant, all of that is unnecessary.

Summary

Creating relevant policies for community junior colleges does not necessarily mean that only new policies are relevant. Old policies need to be periodically reviewed and, when appropriate, revised to meet current situations. In this way all old policies remain relevant. Quite often old boots with new soles are more comfortable than a pair of brand new shoes. With a new coat of polish, they may even look better.

Just because some other college has a statement of policy concerning something or other doesn't necessarily mean your college should, too. Policies are relevant only if they are beneficial to your particular institution. Period.

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Every rule or regulation does not have to be in the form of a policy. Policies should establish boundaries within which the professional staff and students are free to range and they should be general enough to allow for reasonable elbow room. The burden for assuring sanity, equity and functionality should rest on the shoulders of the college president. The board should give its president the same opportunities that good presidents give their subordinates: freedom to act, to lead, to take risks and to embrace error without going through the useless contortions of a pseudo-democratic charade. Give him a chance to succeed or fail. And give him sufficient flexibility and freedom to lead but, of course, not despotically. Hold him accountable and if over a reasonable period of time he does not succeed, throw the rascal out.[2]

To remain fresh and useable, college policies should be bound together in a logically organized and readable document. Relevance implies a dimension of timeliness and accessibility which can be enhanced by an institution's policy manual.

In conclusion, we all need to remember that "A policy is an expression of beliefs or judgment derived from an assessment of a set of values adopted by the board as a guide to present and future action."[3] Creating and maintaining relevant policies may very well be the board's second most important responsibility.[4] Members of the board fortunately have a good number of resources to draw upon to assist them by way of direct input from the college president, impressions from the staff, students and interested citizens, as well as their reading materials, their associations such as ACCT and their own intuition. Keeping abreast requires an investment of time and energy but the dividends are well worth it to you, the college, and the individuals both of you serve.

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[1] W.H. Crowley, "Myths and Half Truths Distort View of Trustees," *College and University Business*, August, 1969.

[2] Warren Bennis, *The Leaning Ivory Tower* (Jossey Bass Publisher, 1973), p. 83 (paraphrased).

[3] *Advisor*, ACCT, Washington, D.C., December 1977.

[4] The first, of course, is the careful selection of a president as well as the development and maintenance of a healthy working relationship with the college president.

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The Role Of Occupational Education In The Urban Community College

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I would like to treat the topic of "the role of occupational education in community colleges" by covering five areas, all of which throw some light on the complex role of occupational education in community colleges.

These five areas will include first, an historical perspective of the American public community college; second, the effect of the internal governance of community colleges on occupational education; third, a review of state and national conditions that vitally affect occupational education's mission; fourth, an examination of the need for a clearer national work policy which would affect the role of community colleges; and fifth, some recommendations and possible solutions for community college educators.

Most everyone realizes that community colleges began as a bridge between high school and the university or four-year college. Their initial role was that of junior college, to accommodate the first and second year of a baccalaureate program. Their role in occupational education came very late in their evolution. Even as late as the sixties and early seventies, when state master plans for higher education were drawn, community colleges were seen as taking the burden off the state universities. Access to higher education was seen to be the primary motivation when community colleges were defined as a segment of the various state's higher education systems. That was certainly true in states like California, Florida, Illinois, Minnesota and Arizona.

In rare instances, such as in the State of Colorado, occupational education was given a predominant place in the community college system. House Bill 1448, the enabling legislation for the Colorado State system, actually merged community colleges with vocational education by combining the two agencies and creating the State Board for Community Colleges and Occupational Education. Since I was the founding state director of that system, I can recall with some satisfaction that while most states, when the state plans for vocational education were required, put a minimum of their dollars in post-secondary education, the Colorado system was committing over 48% of its vocational education dollars to community colleges and other post-secondary levels. Most states hardly made the 13% to 15% minimum required in those days.

I also recall that when St. Louis Community College District was formed, its newly elected board committed itself to transfer education, general education, and technical education. Even at that, technical education had to be sold to that community; so St. Louis developed a wide array of technical and semi-professional educational programs, such as engineering technology, chemical technology and electronics. The theoretically-based technologies that had math requirements, such as analytic geometry and calculus, made us realize that many of those programs, although occupational in classification, where pitched too high and too theoretically for many students coming into the system.

In summary, it is evident that the missions and the understood roles of junior colleges or

community colleges, as they were later to be called, did not provide congenial and comfortable homes for occupational education. Now, as we look at urban community colleges, we still see the same problems. Anyone active in the American Vocational Education Association knows the historical development of occupational programs had strong ties to large agricultural, homemaking and consumer interests. The urbanization of our community colleges has not provided natural linkages between commerce and industry, labor and manpower needs, unemployment and underemployment, or other urban needs.

The second area of analysis involves the internal governance of our community colleges. This is a more delicate area, often unacknowledged publically. But for any chancellor of a community college district to deny that power rests primarily with the faculty would be to suffer either from cognitive imperfections or from a serious insensitivity to current political realities. Moreover, if you analyze the composition of power, the most active participants in the power struggle are faculty from the social sciences, the humanities and the other liberal arts areas. Community colleges have failed to provide proper buy-ins and trade-offs for the liberal arts faculty in planning occupational education programs. I will have more to say about these possibilities at the end of this article.

But to elaborate on this point further: in the typical community college about 70% and upwards to 80% of the resources, including faculty and personnel, are tied to the day transfer, general education program. However, our actual contact hours of service to students show more like 60% occupational education. This is not a judgment; it is a reality we community college educators must face. How we respond to society's needs and the community's demands, which are clearly more for occupational education than they are for university parallel programs, when the greater bulk of our resources have been placed in the university parallel programs, is one of the classic management dilemmas of our time. We are faced with a huge dislocation.

The State of Arizona, however, does have some advantages over other states. Compared to California, Illinois, and Florida, Arizona enjoys some advantages. It is not a multi-partite system of higher education. There are universities and there are community colleges. In California, including U.C. Berkeley and UCLA, most everyone is in the fierce, predatory competition for students; in some instances, such as external degree programs, the University of California at Berkeley and the other universities are competing for the same students. We are currently positioned, like community colleges across the nation, to compete in a fierce marketing environment against every four-year college in the land with the exception of a handful of prestigious pace-setting universities and colleges who are not after our students only because of highly selective admissions criteria. The natural evolution of our role should be to provide life-long continuing education with a strong occupational emphasis; transfer and university parallel programs should take a secondary, albeit important, role. But with the present formal and informal power structure of most community colleges, who is going to let that happen?

In the introduction to this article, I indicated that a third area of complexity is certain state and national conditions. First, the condition in the states:

I recently spoke to the project directors of a national study on community college finance commissioned by the Brookings Institute. The project directors were searching various states for a model or alternative models to finance community colleges. We all know the problems of accounting for students and the extra costs of occupational education that are often not recognized in state formulas for apportionment to community colleges. Most

of us are aware that reform in public financing of community colleges is badly needed.

In their preliminary work, the investigators in the Brookings Institute study found a tremendous amount of internal disagreement on the role of community college education. This disagreement was not only evident among students, faculty, administrators, but also among legislative analysts, joint budget committees of the legislatures and, in some cases, the State community college leadership itself. For example, our State Board's Annual Report to the Governor showed that, in one year from 1976 to 1977, university parallel headcount enrollments dropped 10%, while occupational headcount enrollments increased 43%. Moreover, in 1972, there were 15,000 headcount enrollments in occupational programs in Arizona community colleges, and in 1977-78, there were 43,000, an increase of approximately 150%. The growth in university parallel programs from 1972 to 1977-78 was only from 27,921 headcount to 28,465. In terms of finance reform, for every headcount or single student it takes a parking station, a possible lab, a sale of books, a financial aids interview, a transcript, and a data entry in the computer. When a full-time equivalent student enrolls, or a full-time student, for which we get our normal state aid reimbursement, he enrolls once. But, to get a full-time equivalent student in an evening continuing education program, where almost all of our growth and where the action really is, it takes five major sets of transactions as I have described above.

Currently, a Special Joint Committee of the House and Senate is looking at community college finance in Arizona. I hope we will have the opportunity to transmit to decision-makers and the policy-makers of this State and of other states, the real service missions community colleges are performing, the real costs we are enduring, and the real costs attending these state trends.

Arizona enjoys one of the nation's lowest unemployment rates and economic conditions have never been better. The fact that Arizona still increased 47% in occupational headcount over one year means we need to have a re-examination of our mission in the American public community college.

Now to the national trends. At the 1979 Assembly (by the American Association of Community and Junior Colleges) of Congressional, business, and educational leaders, Harold "Bud" Hodgkinson, Executive Director of the American Management Association, presented a paper intended to be a parody of what education will look like in 1985:

> "Higher education today is a segmented market. No one buys their education all at once in one, two or four-year chunks. The vast array of technological devices that struck the United States by 1980 includes the video-tape cassettes, the video discs, small home computers that can be easily hooked into a central system to the telephone lines. All suggests that one should study at home, it is no longer unusual to find a college graduate, who has never spent one day on campus, but rather did all the work at home with constant contact with instructors through audio and video hookups, as well as access to many forms of computer assisted instruction. By 1984 most states had adopted minimal competency standards for the graduation degree from community colleges and a few states have begun to mandate this for the BA degree from the state's four-year institutions, as well as the State University system. At the same time, we have become aware in 1985 of the importance and quality of the assessment procedures that have developed by industry and the military and several other sectors of our society. Some informal coordination now exists between the assessment center personnel in American industry and those in the military who are responsible for the rigorous development of literacy and

competency awards. The American Association for Postsecondary Education, begun as an umbrella group in 1981, is beginning to be successful in pulling together a coalition of all of those from colleges and universities, industry and the military that are concerned about the assessment and improvement of human adult performance.

One of the hardest things for people to get used to is the fact that over 300 industries are now awarding their own degree. Today, education is seen as a social service, which is owed the worker in much the same way that health care is and, in both cases, industries have found it cheaper and more effective to develop their own." (p. 7-8)

Hodgkinson goes on to say: "the faculty in higher education has become as diversified as the sources of teaching and learning. Fifty percent of American faculty in business, the army, and in colleges and universities, are part-time. In addition, a large number of distinguished practitioners have been appointed for short periods of time to share their expertise with students in whatever setting the students find themselves." (p. 9-10)

Now, Hodgkinson's parody, or prophecy of what education will be like in 1985, may seem far-fetched, but I have recently been invited to visit a learning center in Chicago, put up by the Arthur Anderson Company. Furthermore, a representative from Johnson Associates, a marketing firm, advised us that we should be aware that the Holiday Inn University is a prototype for the commitment industry is making to training and development. The annual budget for AT&T for training and development is said to exceed seven million dollars. And the American Institute of Banking has sought regional accreditation by the New England States Accrediting Committee.

In James O'Toole's book *Work, Learning and the American Future*, he says,

> "training employees at the work place has several fairly obvious advantages: it is a long-range employer investment, rather than a temporary measure at public expense; trainees are paid while they learn; there is less emphasis on educational credentials; problems of forecasting do not arise because employers know their needs and can meet them quickly; and skills developed are really put to use by employees and workers who are positively motivated to learn." (p. 170)

At both Coastline Community College (California) and Rio Salado Community College (Phoenix, Arizona), two new colleges without campuses, most of the programming is in the re-training, occupational education, and skills building area. Close to 70% of Rio Salado students are enrolled in what can be described as occupational education programs. The college currently operates in 58 different plant and industry locations, ranging from a sewage treatment program to the midnight shift at a computer software company. If community colleges are interested in hedging on the future, they probably should set up corporate education divisions to tap this new market.

Ed Gleazer, former executive director of the American Association of Community and Junior Colleges has pointed out "that the credentialing monopoly has been broken." Gleazer goes on to say "there are many providers of community college services out there." This is a significant statement. It may be one of the most significant statements in the history of the community college movement. Can community colleges respond to this national trend? Have we responded too late?

In *The Boundless Resource*, Willard Wirtz analyzes the need for a clear national work policy, which brings me to my fourth point:

"the brief review of European practice provides only a sketchy basis for assessing the particular relevance of international experience to the situation in the United States. The movement in Europe —at least with respect to occupational training—is clearly toward making it a matter of right that Government assisted education be available to all adults. A still broader significance in a comparison of the two sets of developments is that in Europe the expansion of adult education opportunities has proceeded with a context of a formulated public policy regarding both education and work, while its growth in this country has so far been essentially only a random response to a variety of market demands." (p. 106)

Herbert E. Striner, dean of the School of Business Administration of the American University in Washington, DC, has rationalized a need for an economic model that justifies continuing education, life-long education and training. Striner sees continuing education as a national capital investment, citing Western European countries' practice of regarding upgrading as a major factor in increase productivity. Economists, like Striner, view the investment in human beings at the workplace as a major factor in offsetting low productivity and high unemployment rates in industry. In this country, we may be arriving at that view through the back door without a clearly enunciated national work policy. Private industry, corporate giants, such as General Motors, AT&T, IBM, and the banks see training as a major vital force for survival, vitality, and increased production.

The challenge to community colleges is not to end up in the bystander role. Community colleges could end up as spectators in a dynamic, ever-changing movement unless they begin to see clearly the very critical and fast-emerging role of occupational education, particularly the flexible short-term programs that citizens, business, and industries are calling for. We need better national and state policies to define the importance of these links to the health of our economic system and the eradication of high levels of unemployment. We need to develop intelligent indices to tell us when the higher education community, particularly community colleges, is not in tune with society's larger needs.

My fifth point is to provide solutions and recommendations. To establish the role of occupational education firmly in the philosophy of our huge Maricopa Community College system, we convened a Joint Council on Educational Priorities: a committee of faculty, students, presidents, and vice-chancellors and, in its final review processes, members of the governing board. This Joint Council was asked to respond to several questions and to come up with a set of ten to twelve priorities for the district. These priorities are to be evaluated annually in planning sessions. I am pleased to indicate that the first priority was occupational education, the second developmental education, and the third a variety of recommendations including improved delivery systems, better student retention, new ways to assess and identify groups to be served. These priorities were passed by the governing board in December 1980. Even in a steady budget year, I have asked the governing board to set aside $200,000 for developmental work in any one of the top priority areas. That's *our* solution.

I recommend to community college leaders that we search honestly and aggressively for ways to get liberal arts, academic faculty to accept the implications of education for the workplace. Rio Salado Community College is currently working on a series of modules in Philosophy attempting to apply Philosophy to the world of work. The courses in design now are "Ethics of the Corporation," and "Ethics in Medical Practice." There is also a new Arizona Futures Institute at Rio Salado Community College, which involves the coming together of major corporate and civic leaders in the community to discuss Arizona's future and, particularly, that of the

Phoenix Metropolitan area. The Advisory Committee for the Arizona Futures Institute at Rio Salado includes a bank president, a futurist, a city planner, a utility executive, and several faculty members. It recently invited the vice-president of the Valley National Bank to forecast economic growth for Maricopa County in the first of a series of public lectures co-hosted by the Phoenix Public Library.

How can the liberal arts faculty be persuaded to accept occupational education? The option of refusal leads to an unemployed, alienated English or Foreign Language instructor fighting for political survival because of declining enrollments. As administrators, it is our responsibility to create staff development and re-training opportunities for faculty so that they can interface with the market place and with the occupational world. It is our responsibility as presidents, deans, and division chairmen to create those kinds of environments for our faculty. We need models for bringing faculty to a broader understanding of the role of occupational education in community colleges. Faculty themselves need constantly to be in touch with industry's changes and with the technological world outside of our institutions.

The next recommendation is to examine the structure of our community colleges and prioritize functions. The Maricopa Community Colleges have made great strides in community career advising; every one of our community colleges has an active career advisement center. We need to improve these, discard practices that don't work, and continually strive to link our students with the world of work. We must examine our responsibilities for job development, and look at models of how job development involves advisory committees and the planning of pilot programs. Do our organizational structures really accommodate a dynamic revitalization of our campuses? Who speaks for occupational education on the college campus? How does it survive in the political process? Who serves as advisory committees in our community colleges? What are the generic problems in the organization that prohibit a dynamic relationship with industry and business?

Finally, we need to set up forums, such as the Joint Council on Educational Priorities, to address our missions. I was pleased to see that those involved in planning for our district see life-long learning as *the primary* mission. I don't think that mission has reached every faculty member, student or administrator in our system but, in time, it will. We need to keep the issues before every special interest group in our system so we can refine our objectives and missions. The American public community college movement is going through an ideological crisis. National community college leaders like Ed Gleazer express the need to search for a mission. We must all look to occupational education, jointed with life-long learning, as the potential predominant mission for community colleges. It appears to be the healthiest mission; one that is growing. It could be the only one to survive all the unforseeable change ahead.

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A Look At Alternative/Additional Sources Of Funds For Community Colleges

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Houston Community College System
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Some of the ways community colleges have raised additional funds have been:

1) to organize their alumni,
2) to establish non-profit foundations,
3) to seek funds from philanthropic, and other private and governmental sources,
4) to establish business enterprises which earn money.

Like all other institutions of higher education, community colleges need the support and good will of knowledgeable individuals to participate in college activities, to assist in the placement of graduates, to give guidance and counsel to officers and trustees, and most importantly in some cases, to contribute to the college financially.

For instance, Houston Community College System has received the donation of $25,000 toward the purchase of books for a medical library for students in the Allied Health medical programs.

Foundations are mechanisms for handling endowments and/or other non-budgeted income of a community college. Primarily, we usually think of endowments, trusts and foundations in connection with large private universities. In a study conducted by Hargis and Blocker in which they surveyed 546 publicly supported junior colleges (1968-71), the community colleges reported receiving approximately 140 million dollars in philanthropic funds, (an average of more than a quarter-million dollars per school.)

The American Council for Financial Aid to Education reported that in 1975-76, institutions of higher education received gifts of 2.4 billion dollars. Junior and community colleges were awarded $18,700,000 in gifts from alumni, other individuals, business organizations, religious denominations and general welfare foundations.

Many community colleges will forego their "fair share" of federal support through indifference or lack of ability to successfully compete for the big bucks. Community colleges must be aware of the funding opportunities and organize in such a way as to effectively apply and compete for the funds for which they are eligible. Cooperative ventures with other institutions or organizations are often profitable application arrangements which result in funding. Community colleges should note that in fiscal 1979-80, a review of the Guide to Federal Assistance reveals that of the total federal budget just over $40 billion was available to educationally-related institutions.

Entrepreneurship is an avenue that community colleges may consider in generating funds. For example, look at Edison Community College in Fort Myers, Florida. Three years ago, the college established the Edison Community College Endowment Corporation. The corporation is a small group of volunteer citizens who have helped raise over $700,000. This money is to be used for student aid, college programs and institutional advancement activities. A portion of this money has been placed in endowment funds for future projects, student aid and college projects. Recently, the college received a $20,000 gift which will be appropriated to the planned art gallery in the

humanities building. In addition the college has received $45,000 in scholarship funds.

Another example of unusual and successful fund raising was an "UNOCCASION" sponsored by the Florida Technological University Foundation, Inc.

To help raise scholarship money for the University of Central Florida (then called Florida Technological University), the FTU Foundation did not hold one of the nation's biggest bashes, without such stars as Jackie Gleason, Frank Sinatra, Barbara Streisand, The Who, Kiss, Flip Wilson or Lawrence Welk and his Champagne Music. The announcement began by noting that the Foundation "proudly announces the first annual Scholarship Dinner-Dance (that will not be held)." They further explained that since "there are so many occasions during the year in which you, as a responsible citizen, must participate, it was decided to plan a gala affair and then not require you to go to the expense of attending. Therefore, on June 1 of this year, the most exciting and glamorous event of the year **will not be held!**" The announcement continued:

Now that we have saved you all the expense, wouldn't you consider donating part of it to the FTU Foundation to assist some worthy student in his educational pursuits?

Enclosed is a brochure that tells a little about FTU and the Foundation. Please attach the coupon to your check and mail before June 1. Also enclosed is the program that will not be held, as well as your tickets for the dinner-dance. (Please do not present these at the door!) Each ticket entitles you to the comfort of your own home on the evening of June 1, or any other evening you would so desire to enjoy a good book or your favorite television program.

The Houston Community College System Strategy For Fundraising When You Are The New Kid In Town

Houston Community College System (HCCS) has only been in existence ten years. The city of Houston foundation and corporate donation network had never had requests from the new community college before Summer 1981. The foundations and corporations had long histories of giving to Houston's four-year institutions including Rice, University of St. Thomas, Texas Southern University, Houston Baptist College, University of Houston, Baylor College of Medicine and the University of Texas Medical School. HCCS was in heavy competition and the cards had been stacked for a long time. The problem was how to divert funds to the new kid on the block? One of the major problems was lack of awareness about the college. The HCCS development office devised the following strategies:

1. **Attack the Problem of Low Profile from Several Angles**
   A. Money was allocated for mass media advertising via newspaper ads and magazines. Public service TV spots were filmed and distributed.
   B. Good public speakers were placed before organized civic groups such as; Rotary, Chamber of Commerce, political group meetings, churches, etc., to tell about the college in a one year blitz of speaking.
   C. High quality publications about the college were mailed to chief executive officers of businesses and local politicians with cover letters from the college president.
   D. Where possible the president and chairman of the board of trustees met personally with chief executive officers and leaders in Houston businesses at the place of business. Friends of friends made the initial introduction for the president.
   E. The president and chairman of the board of trustees made a presentation

about the college to the executive committee of the Chamber of Commerce. In Houston this group includes the chief executive officers of: American General Corporation, Mustang Tractor, the city's light company, one of the state's largest banking organizations, and the largest law firms. (It was found that the highest echelon of Houston business people knew little about the community college.)

2. **Make Sure They Get In The Habit of Saying Yes to You**

   The Development Office began making requests to foundations and corporations but started small and with a problem "which could not be refused." HCCS placed variations of the same request for assistance for scholarships for minority students in skills training programs before all of the major corporations and foundations. Funds were to be placed in the foundation affiliated with, but not part of, the college. This allowed entities which by statute cannot donate to a publically supported institution, to donate to the college (i.e., to the college's non-profit 501(c) 3 foundation.) The foundation handled the dispersal of funds and acknowledged the giver on a "certificate of scholarship" given to the student. News stories were released regarding each major donation.

3. **Capitalizing On Alumni and the Private Sector Investor**

   Houston Community College System utilizes area high schools to teach classes in the evening. One of these inner city high schools was placed on 99 year loan to the college. Subsequently the college began major renovation of the site, adding to additional technical buildings and parking. This renewal of the inner city area came to the attention first of the alumni of the old high school which had ceased graduating regular high school classes in 1970. These alumni (who go back to the class of 1924) approached the college to a) find an area of the original building to house their memorabilia, b) have a small alumni office and c) to raise funds to renovate the area in which their memorabilia would be housed.

   Research turned up influential and famous alumni from this group including Dr. Denton Cooley and Walter Cronkite. Subsequently the old high school was renamed the San Jacinto Memorial Building. The college development office has been assisting the fund raising effort for the alumni knowing that once involved with the college these people will be a source of financial assistance beyond the immediate project as well as being people who are influential in both Houston and Texas governance.

   The second external group to become interested in the inner city site were a group of real-estate developers who are planning massive restructing of the area surrounding the site. (The clean-up, and renovation of the old campus was the spark which started urban redevelopment of the area.) The real-estate developers want to cooperate with the college in: research on the people living and coming to the area, placement of small parks, and construction of a cultural center. Eventually it is envisioned that the college, private industry, and Houston foundations will together finance a cultural center located in the area which will include a theatre, art display area, and a closed circuit television production studio. In an inner city site, enhancement of a 100 block square area surrounding the college increases the potential students' feeling of social acceptability and personal safety when they consider attending. Therefore, enrollment grows and composition of the student body is somewhat altered.

Walking The Tightrope: Defining Board/President Territories

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The diversity of community colleges in this country makes it almost impossible to utter a statement which will apply to all community colleges. For while the community college system is uniquely American, as Secretary of Education Bell has said, each community college is unique unto itself. Everyone notes differences in style, viewpoint, methods and application. So defining territories for boards and presidents for all community colleges is truly walking the tightrope. A simplistic definition is one heard constantly: trustees set policy and select the president, and the president manages.

Defining territories for presidents and boards seems to be considered by presidents to be of vital importance to themselves. And well it may be, with the five principle areas of college operation—finance, administration, educational programs, student programs and the board itself—teetering between president and board control.

Trustees may realize that interaction of policy and management is inherent in the relationship of trustees and president, but they, too, are having difficulty in deciding just how much "policy" covers, when they are meddling in management, and also, when they as a board are being overlooked.

A stultifying factor may lie in the board or in the president, perhaps in changing times and circumstances. Is there a drifting of control towards the state? Are county legislative bodies, when they become sponsors of the college, asking for a large part in the operation of the college? Should either have the right to state specifically how the resources they are allotting shall be used by the college? Furthermore, should the public be able to demand a voice in "who," "how," and "how much" at the college? And should the State Board of Education be able to dictate and expect accountability to them?

These are some of the problems which need to be faced. For community colleges, noted for their autonomy, are finding it challenged. Because of their need for funds, community colleges must not sacrifice their lifeblood.

To keep community colleges viable, fulfilling their mission, we need to look closely at the colleges.

We know that presidents should have real educational expertise, expertise in management, finances, legal problems, and political savvy.

Let us look at the board of our college, a fairly average board, and see how the members view their role.

This college is middle-size. The president fulfills well the requirements of a good president. She has been at the college for a year. The board is about the right size, ten, which Pray says is a minimum efficiency number.[1] Members of the board are appointed: four by the Governor, five by the sponsoring County Legislature, for a term of nine years. Thus, the balance of power remains "at home." A student trustee, with all the powers except voting, is elected by the students for one year. There are six males, four females, a well-balanced board, working well together, the members feel. They range

in age from 20 on, represent at least six ethnic groups, eight different job types or professions, and include a housewife and a student.

In considering the territories of the president and the board in the matter of **Policy-making**, the board chairperson states that policymaking should be initiated by the president who has knowledge of needs, goals, facts. A trustee says day-by-day policy is the college president's prerogative and that what affects the institution becomes the board's concerns. Another says that the administration should formulate certain policies and make suggestions to the board which decides if they are beneficial, necessary and utilitarian. One trustee says that trustees have abdicated their rights regarding policy. A trustee, teaching policy-making in government at a nearby four-year college, says that the president brings policy initiative to the board from an historical background, the board passes on it; the president implements and evaluates it, then may come back to the board for clarification or approval and/or refinement.

The president of the college says that it is the obligation of the president to recommend policy and inform trustees of alternate courses. But the trustees must act in concert, with complete access to information. Trustees can be in a unique position, she says, by providing advice to the president regarding eliminating programs, keeping core curriculum, noting cost effectiveness of every program, and considering new directions ahead.

Board Politics should not come into play when the best possible college is the goal of all trustees. Only once in recent days has there been an example of a trustee who tried to use his position for self-aggrandizement and benefit. All agree that vestiges of politics may show up in trying to influence a county or state legislature when funding problems arise.

All feel that political action and public education regarding the value of education for young people's futures may be vital for the college's future. More time for the president to practice public relations is suggested.

Legal questions will be rising. Trustees must be sure that there are no violations in their actions and they must have good liability insurance, the chairperson of the board feels. One trustee suggests a college attorney; another, legal consultants. One says free advice should be available from all the legal minds on the state's payroll. A trustee suggests that the biggest problem will be negotiations with the different labor organizations involved in the college, since in a "tight" money market benefits beyond salary will be sought. The public relations chairman notes that the legal background of the president has helped her in spotting possible disagreeable or disastrous happenings in time to take action.

It is evident that **Change** is the key word in looking at the new roles of trustee and president. Expectations are changed, realities are in the forefront. Before endorsing the new president as an outstandingly efficient administrator, faculty, students, the sponsoring County Legislature and the community took a close look. Now they are shouting accolades for her. The board considers its status quo good. It is individual but compatible. It is a concerned board, interested and able to communicate with the president when it sees problems. The chairperson of personnel feels that in the future this board and all boards will need to be ten times more informed and involved than ever before in a society where money is short, youth is demanding, people are not accepting on face value the demand for funds, and with advancing technology. Nothing is sacred anymore. Open-door meetings, student trustees, knocks on the door from other factions are affecting boards. Society has done this, she says, and how a president views his/her board and how the board views its president is of vital concern.

This will be a "Learning Society," the president says. We must provide the opportunity for this learning. There will be a partnership relationship with the president and the fully-informed board, and there must be absolute candor on both sides.

One thing seems certain: a strong president and a strong board are necessary. On the president depends the college, and the board must hold up the structure by whole-heartedly supporting the president.

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[1]A New Look At Community College Boards of Trustees and Presidents and Their Relationships: Frances C. Pray. AACJC 1975.

The New International Community College Student

Donald H. Scott, Trustee
Long Beach City College
Long Beach, California

Thousands of people from the Pacific lacking a knowledge of the American way of life and the English language are coming to our community colleges all over the country to learn how to live, study and work in the United States. Local, state and federal agencies, as well as many volunteer service groups are recruiting these new students and sending them to college.

The community colleges are suddenly facing new challenges to meet the needs of these students. What are their problems and what kinds of programs best meet these needs? What staffing, teaching and training methods are required to meet these demands? What can trustees and administrators do to facilitate the transition of these people into American society?

The fall of Saigon in April, 1975 forced a resettlement of Indochinese refugees escaping from the Hanoi government. What was at first a trickle has now become a flood as the result of international agreements in 1979 and federal immigration policies adopted in 1980. Of some 1,000,000 Indochinese refugees who have settled in other countries around the world, over 500,000 have come to the United States.

About 45% of the U.S. share are found in the West Coast states, chiefly in or near the port cities from San Diego to Seattle. California now has about 190,000 Indochinese refugees, but they have settled in every state of the Union. For example, there are about 40,000 in Texas, nearly 25,000 in Washington, and between 15,000 and 20,000 in such states as Oregon, Illinois, Minnesota, Pennsylvania and New York. The "sunbelt" states promise to become more attractive as these tropical people seek warmer climates in "secondary migrations."

And they continue to come to the United States at the rate of some 14,000 per month or 168,000 per year. "The bounty of America is not unknown at the other end of the pipeline," said one observer. "They think they've found the cornucopia. The people write back to the camps (in Southeast Asia) and say, 'Here they send everyone—even lowly refugees from the hills of Laos—to college!' "

The colleges they have in mind are the "open door" community colleges because of their ability to adapt their educational programs quickly and effectively to new situations. It is estimated from a review of the statistics available that between 10% and 20% of the Indochinese in a community where they have settled will be enrolled in a community college. Fortunately, the ones who have enrolled are the ones who are most highly motivated to succeed.

Among the refugees from Southeast Asia, the Vietnamese and Cambodians predominate, but there are also significant numbers of Laotians, Hmong, I Mien and ethnic Chinese from Vietnam as well as others. These peoples differ greatly from each other in terms of their native cultures, languages, educational backgrounds, work experience and aspirations.

These differences, combined with their historical rivalry in Southeast Asia, prompt

them to gather together in separate national enclaves in American communities. They tend to submerge these differences in the classroom, but they do not mix together in the community. Their local self-help associations, where they exist, are generally organized by separate nationalities. This makes cooperative efforts difficult.

The Vietnamese and Cambodians, especially the younger people, have had less difficulty than others in making adjustments to their new environments. They work hard in community college classes and at whatever jobs they can find to be successful, sometimes 16-18 hours per day. Most of those attending the community colleges want to be independent and self-supporting.

The Lao and Hmong people and others from the northern mountains in Laos, however, once lived in a rural, rustic, primitive life, often as hunters. It has been a tremendous cultural shock for these neolithic people from the mountain jungles to adjust to the American "urban jungles."

Tales of the Hmong people in the United States have often established a highly inaccurate image for the others from Southeast Asia. They have been accused, often in the media, of bailing their drinking water from the gutter, building cooking fires on the floors of their apartments, eating dogs and other pets for food and searching for food in garbage cans. Their discipline and care of children have been known to border on what Americans regard as child abuse. They have needed special training in the use of tap water, drinking fountains, standard American toilets, health care and child care.

The Indochinese face other problems as they are resettled in the American environment. Many of the first Vietnamese to arrive in 1975 and 1976 were educated professionals who had worked with U.S. government agencies, spoke English, and wanted professional level jobs not available to them.

They found it difficult to adjust to less desirable or menial work in the United States, and their wives had to find work to support their families, becoming somewhat "Americanized" in the process. This damaged male egos in a society that was traditionally male dominated. Family tensions developed, children lost respect for their fathers, and some family separations occurred.

There are difficulties in the community in which they settle. Hard working and diligent, they compete successfully with other minority groups in the labor market, for low cost housing and for education. Protected by federal legislation, they also compete for social services, including public health, mental health and welfare. And, inevitably as new immigrants, they face a certain amount of animosity from the American public as they suddenly become highly visible in the community.

Some violence and resentment have occurred in a few densely settled enclaves of Indochinese. Some of the more pessimistic observers predict an increase in crime and civil disturbances in communities having more unemployed minorities than the community can absorb. At least one community college, in cooperation with a consortium of police departments, has organized special training classes for the local police and the Indochinese to achieve better mutual understanding.

The cultural attitudes which the Southeast Asians bring to the classroom hold many surprises for American teachers. The Indochinese do not share the idealized, egalitarian and informal concepts of American students. Teachers and older persons in the Orient hold positions of great respect. This makes for good discipline in the classroom. There is no willful disobedience.

Their political, social and religious traditions emphasize the individual's place in the hierarchical social structure. A person's honor

lies in avoiding shame or embarrassment. They are fearful of making mistakes or being labelled as weak, inept, dumb or mentally ill. They are very interested in learning, but their tendency to perfectionism may sometimes inhibit progress in the classroom.

And, for Americans, they have some quaint customs. Beginning students may give an Oriental bow to the teacher. They may hide their emotions behind a facade of formality and they may avoid saying "No" for fear of offending. They may say "Yes" in response to a teacher's question whether or not they understand the question.

They may avoid looking the teacher in the eye, for it is bad manners in the Orient to do so, but this may make American teachers and prospective employers suspicious. The Vietnamese are used to helping others, especially those in their extended families. They may share answers on examinations and homework. Americans call this "cheating." The Vietnamese call it "helping."

The Southeast Asians present a wide range of academic backgrounds and ability when they arrive in college classrooms. The children of some of the "first wave" of college educated Vietnamese to arrive in 1975 and 1976 are now earning a bachelor's degree at four year institutions. The University of California reports that they are outperforming other ethnic groups, especially in the scientific and technical fields. The Vietnamese who arrived later have usually had some academic experience in elementary and secondary schools in their own country.

Other Southeast Asians, however, present a variety of problems to educators. The Cambodians, generally a rural, agricultural people with a low annual per capita income, often have had no previous schooling and are non-literate in their own written language.

The more primitive Lao-Hmong and I Mien are pre-literates with no concept of a written language or even a fragmentary knowledge of formal education. They are unaccustomed to buildings, classrooms and group learning, much less the idea of books. They are the most difficult to get started in school.

Regardless of their intellectural talents and their social, cultural and educational experiences in their own countries, the Southeast Asians share a common problem. All except the fortunate few with some education and previous contacts with Americans must learn a new language in order to succeed in the American educational and economic environment.

Ordinary teachers can not cope with the problem of imparting knowledge of their course content until their students know enough English to succeed. One shop teacher, faced with Indochinese who could not understand or speak English adequately said, "I thought I'd die. They don't follow instructions. They don't understand." Even regular teachers of English in most English departments throw up their hands in defeat when confronted with students unskilled in English.

For more than four decades, often with federal government assistance American academic institutions have been developing methods for teaching foreign speaking peoples English as a Second Language. This academic discipline is a rather new subject in the community colleges.

English as a Second Language, usually labelled ESL in its shorthand initials, is not the same as remedial English for native American speakers and writers. Nor is it a "bilingual bicultural" program with dual instruction in two languages. And it is not English as a foreign language as we traditionally think of foreign language instruction. English as a foreign language is usually taught in a foreign country and compared with the language of that country for teaching purposes.

These approaches are impossible when

there is a multitude of languages represented in a single classroom. A typical ESL program may have students who are native speakers of as many as 30 different foreign languages. They include students from the Middle East, Africa, Europe, Asia, Mexico and the rest of Latin America. The Indochinese nowadays constitute the majority in many community college ESL classes.

English as a Second Language, as taught in the United States in an English speaking environment, gives the students as much immersion as possible in English in the classroom and in the community. ESL in the classroom concentrates on two-way communication in English, both oral and written. This involves four basic components—listening, speaking, reading and writing. The proportion of each component will be determined by the course levels and sequences.

Teachers of English as a Second Language are a special breed. They include foreign language teachers and English teachers more interested in language than in literature. Most have had training in linguistics. Some have degrees in ESL or certificates in teaching English as a Second Language. The English Language Institute at the University of Michigan was an early pioneer in this field, but this training can now be obtained at many major four-year institutions.

Learning a new language as an adult and becoming fluent in it is a long, difficult process. Most ESL teachers have had first-hand personal experience in learning and using a foreign language in an unfamiliar foreign environment as the result of foreign travel, study, work or residence. Many have served in the developing countries in the Peace Corps or in government sponsored binational cultural centers abroad which teach English to foreign peoples. Their experience enables them to relate easily to foreign students.

ESL teachers are among the most dedicated and hard-working teachers in the community college system. They have taken special training to get into the program. They write their own course materials, their own text books and their own standardized placement examinations to determine student ability and progress in English.

Recently, the ESL teachers in California have formed their own professional association—California Association of Teachers of English to Speakers of Other Languages (CATESOL for short). They now hold regular in-service meetings and conferences, and they offer their services as consultants to colleges wishing to start ESL programs.

Programs in English as a Second Language can generally be classified in three major groups depending on student ability, progress and educational objectives. These are baccalaureate level transfer courses, general academic non-transfer courses, and specialized vocational non-transfer programs.

The transfer course was developed several decades ago in a few American universities and colleges to meet the special needs of foreign students with deficiencies in English who were studying for a bachelor's or higher degree. It is generally a full-year course which emphasizes pronunciation, advanced English grammar, reading college level essays, imitative writing, precis writing and original expository essays on some aspect of American life, culture, science or technology.

A major objective of the transfer course is preparation for upper division work through experience in dealing with concepts, principles and abstractions, as well as the cultural and rhetorical aspects of the English language. Reading and writing are emphasized and essays are usually required every week.

Somewhat more recently, many community

colleges have developed extensive non-transfer programs in ESL at a lower level of difficulty. The more highly developed programs include on the beginning level a sequence of six non-credit courses twelve hours per week for nine weeks each in "English for Everyday". The emphasis is on listening and speaking and the vocabulary deals with common everyday life situations. They may be repeated until mastered.

These are followed on the intermediate level by as many as five non-transfer credit courses "Attaining Fluency in English." They are also twelve hours per week for nine weeks each. The intermediate courses maintain a balance of listening, speaking, reading and writing. The materials include role playing, oral presentations, newspapers, expository writing, business and personal communications and the basic subtleties of intonation and of formal and informal language.

Students may also take concurrently with the beginning and intermediate courses supplementary "electives" three hours per week for nine weeks. These are intensive courses specializing in a single aspect of the language such as handwriting, spelling, reading, conversation, pronunciation, composition, English through typing, test taking and vocabulary building.

Standardized tests administered by ESl teachers determine the entry level for students in the series of six beginning courses, the five intermediate courses and the more advanced transfer course. Progress through the program is regulated by a system of prerequisites. The most proficient and academically talented students may take standard college freshman transfer courses, including the transfer course in ESL, leading to a bachelor's degree. The others, according to their ability may earn a community college degree or a high school diploma.

The third type of program is vocational ESL. It was developed only recently in response to federal government funding through the Indochinese Refugee Assistance Program—IRAP for short. Enrollment is limited by the federal funding law to the Indochinese refugees with specific vocational objectives. In California, these federal funds are distributed by the Department of Social Services, a state government agency. No local matching funds are required.

The basic course structure in the IRAP program is similar to that of the regular academic non-transfer program but with vocational terminology and vocabulary. "Vocational English for Beginning ESL Students" consists of a series of five non-credit courses fifteen hours per week for nine weeks. The first three courses are designed especially for preliterates, those unacquainted with written language. After completing the five non-credit courses, students can go to specialized credit courses ten hours per week for nine weeks each for four half-semesters. The vocabulary in these courses is geared to work-day job language required in dealing with occupations in specialized areas.

The specialized IRAP courses in vocational ESL deal with such subjects as general occupational English, machine shop, automotive trades, welding, blue print reading, upholstery, needle trades, electronics, clerical skills, business data processing, technical mathematics, child care, health technologies, medical technologies, social work, bilingual instructional aides and citizenship courses.

Students may take these specialized VESL courses while enrolled concurrently in regular shop or vocational courses. They may be placed in special sections for Indochinese or in regular classes with American students, depending on enrollments. Regular ESL teachers are present during the lecture portions of shop courses. Bilingual Indochinese instructional aides help students in their own language with the

concepts used in vocational courses, and the ESL instructor supplies the needed vocabulary in English.

IRAP programs are found in about ten community colleges in California. The most successful have developed a continuous, integrated program on a single college site to meet the needs of the Indochinese from the "boat" (an airplane nowadays) to a job.

The staff for one fully developed college IRAP program consists of a full time manager with expertise in ESL, a curriculum specialist, two counselors, a placement officer, 20 full time and 18 part time ESL instructors, about 45 bilingual aides, nine counseling assistants and four clerks. This program expects to serve in 1981-1982 some 1500 students in training plus 1000 in various assessment and job placement activities.

The major services developed for the Indochinese refugees consist of testing by ESL teachers for ability in English, assessment by counselors of job skills and career preferences, assignment to appropriate type and level of ESL or VESL classes, tutorial assistance in vocational classes and job assessment and placement.

Can these students be placed in jobs? Yes, indeed. So far, in the first two years of the IRAP program, they have successfully passed stiff state licensing requirements for nurses aides and medical technology, and they have been placed in jobs in general shops, machine shops, welding, small businesses, a fish cannery and public social service positions. A small manufacturing firm is currently negotiating with one college to contract for special classes in ESL for its Indochinese employees.

Their drive to succeed makes them desirable employees. They are found working in fast food shops, service stations, restaurants, grocery stores, janitorial work and positions where unskilled labor is needed. Some have established businesses of their own.

What are the special management problems in this complex program? First of all, department heads in ESL programs need extra clerical assistance to maintain a detailed card file history for each individual student. These files show test results, placement and progress in the program, repetition of courses, successful completion, departure from the program and referrals to other agencies.

Dropouts are rare. The Indochinese are highly motivated to learn English—to the point where dual enrollments in day, evening and IRAP classes may occur. Dropouts are replaced from a waiting list, for this is a growing and impacted program, at least in some colleges in California.

Routine computerized registration procedures in use for other students have proved to be unsatisfactory for the Indochinese. Each student is registered individually by the ESL instructors in the classroom to assure instruction at the proper level. Registration data are then reported to the department head so that opportunities for others to enroll may be fairly distributed.

The recent rapid growth in the number of Indochinese in many communities has affected the opportunities for other non-English speaking students to take ESL classes. The Southeast Asians get up early to register the first day of registration and fill the regular ESL classes. Hispanics, with true "manana" spirit, often come late to register and find the ESL classes filled.

To meet the rapidly shifting demands on the curriculum, administrators have had to recruit new properly trained instructors of English as a Second Language. An alternative is to provide retraining of the present foreign language staff or selected members of the English department. In either case, additional funding is required.

State residence requirements may affect enrollment patterns. The Indochinese must have a "green card" issued by U.S. Immi-

gration officials proving legal residence to avoid tuition charges, which they can ill afford, in order to enter all but the federally funded IRAP courses. Arrangements need to be made for eligible Indochinese to obtain appropriate residence documents from the U.S. Immigration Service. Volunteer agencies, often affiliated with church groups, are usually willing to help with this activity.

The more successful programs have recognized the need for the colleges to establish close cooperation with other community and government agencies, business and industry, church and service groups, and Southeast Asian community associations. A college advisory committee composed of representatives of these organizations is essential to determine the needs of the community and for referrals for assistance and employment.

Some members of the community and even some members of the college staff may have the customary American antipathy for all foreigners, especially non-Europeans. Some staff members may fear a decline in academic standards or fail to understand the need to know more about these new students. "Why should *we* learn about *them*? *They* should be learning about *us*!"

College faculty members, specialists in their own subjects, are generally uninformed about the Indochinese way of life and the problems these people face in adjusting to the United States. Special in-service training for colleges with large numbers of Indochinese may be required in order for the staff to make adjustments and develop new teaching strategies.

Trustees and administrators may need to find ways to help their communities understand somewhat better the nature of the problems faced by their colleges. The community may need to be reminded that immigration into the United States is controlled by the federal government, that state and local governments are prevented by the U.S. Constitution from restricting freedom of movement into their areas, and that the community colleges, with their "open door" policies, are unable and unwilling to exclude those who need an education and who meet residence, age and similar requirements.

Trustees may need to re-examine current college policies to determine whether provision is made for a system of planning, evaluation and review of programs affecting the new international students. They have arrived so recently on the scene that some colleges have no stated policy with regard to them. A review of college efforts to locate funds through special state and federal grants recently made available should be a major part of college board policies.

Trustees may be able to help in other ways, too. Politically elected or appointed to represent their communities, trustees are generally not unacquainted with their state legislators and their Congressmen. Trustee contacts at the state capital and in Washington can help law makers understand the need for special funding to support community college programs designed to assist these new immigrants to make the transition into successful productive residents.

It is especially important for trustees to keep their representatives in Washington fully informed about the impact of federal policies on their local colleges. Present federal programs frequently fail to cover some of the hidden costs. Federal legislation provides assistance to the Indochinese only for their first 36 months of residence.

When federal funding expires or is unavailable for certain portions of the program, the general funds of state governments, local governments and the community colleges become vulnerable. In today's conservative fiscal climate, this can all too easily impact other college programs.

Eventually, the pool of people who wish to leave Southeast Asia and come to the United

States will dry up. But not any time soon, according to the Department of State. In the meantime, it is estimated that there are some 350,000 Indochinese in the various refugee camps in Southeast Asia with more every month seeking asylum there from political and economic oppression. All predictions indicate that many community colleges will have large Indochinese populations in their areas for many years to come.

Student Recruitment and Retention

Esther Tang, Trustee
Pima County Community College District
Tucson, Arizona

The concepts of student recruitment and retention have been discussed within community college circles for the past three to five years perhaps as much, or more, than virtually any other topic. This is not surprising, since for the first time in 1976, the nation's community college student population did not experience its previous growth cycle—something which was inevitable, and yet came as a shock to many involved in the community college movement. Admittedly, some systems continued to grow as a direct by-product of the population growth of their particular geographic location. It is my belief that even systems which do not find themselves in areas of general population decline, will need to continue striving to maintain student enrollments. All systems however, have come to the realization that proper recruitment practices are necessary to remain financially solvent, and that once students are attracted to the institution, retention becomes an extremely important factor in long term stability.

Recruitment of students by public institutions once had a very negative image to many educators. On one end of the recruitment spectrum have been the expensive low-key programs reserved for the so-called elite private institutions. These programs have been aimed at the particular clientele served by those institutions.

On the other end of the recruitment spectrum have been the recruitment techniques used by many of the more successful proprietary schools. Here, the Madison Avenue approach has often been used which includes mass mailings, television, radio, and newspaper advertisements, billboards, and other techniques generally employed by "product marketing" specialists. These recruitment techniques may be questionable from *some* individuals' perspective. Since proprietary school enrollments have held their own or grown during the past 10 years, it seems reasonable to assume that these techniques have been effective, and positively contributed to this phenomenon. Recruitment techniques for these schools have always been viewed as necessary for their survival since the concepts of profit and loss take on a meaning to them often ignored in the public sector. Once enrolled in a proprietary school the student is virtually guaranteed a number of factors—a program tailored to his/her needs, a timeframe escalated to provide training for employment as rapidly as possible, and guaranteed job placement upon successful program completion.

Can community colleges utilize some of the concepts which have long been utilized by private and proprietary schools to improve their recruitment and retention capabilities? The answer quite obviously is *yes*. In fact, many of the more successful colleges already are utilizing these techniques. Educational recruitment and retention may be as basic to the achievement of student and institutional goals as the quality of the teaching which occurs in the classroom. Proper recruitment and retention programs will bring about sustained institutional holding power and thus greater financial solvency.

What then are some of the positive techniques which can be used, in varying degrees,

by institutions?

First—**Retention begins with recruitment**. It is obviously impossible to retain students that are not enrolled. Just as important, however, is that it is difficult to retain students if the wrong ones are enrolled. To increase enrollment only may result in students being recruited more on the basis of headcount, than on institutional commitment to providing quality programs. This can easily occur with particularly disastrous results when recruiting low-income and minority students. A UCLA study on the topic of retention concludes that: "Retention begins with an ethically conducted recruitment program and admission standards based upon research concerning the characteristics of persistors." In other words, recruitment should be aimed at prospective *graduates*, not prospective *freshmen*. It may purely be a matter of institutional ethics to be sure and not recruit students with characteristics dissimilar to those of students who persist in an environment or whose attitudes and goals do not fit the institution. A fit between student and environment may be associated with reduced attrition to an even greater degree than the availability of financial aid according to a 1977 study on this topic in "The College Board Review."

Next—**A high quality educational advisement program leads to increased student retention.** Although virtually every college in the country currently claims to have an advisement program, the amount of human and fiscal resources pledged to such a program undoubtedly vary to a great degree. Sound advisement gives students the best information possible upon which to make wise educational decisions. It would seem quite obvious that students who make good educational choices will then have a greater personal commitment to those choices and hence are retained to a higher degree.

Third—just as student/faculty interaction is important to student performance, **the quality of student/faculty interaction is a major factor to an institution's holding power**. A sustained professional relationship which has been established between a faculty member and a student usually will result in a higher retention rate. Such a relationship can be one of the positive byproducts of the advisement program previously mentioned. It may sound trite, but students who feel that faculty are interested in their success as individuals, rather than merely as statistics, will tend to be retained by the institution.

Fourth—one of the best predictors of student retention are student grades. Although we may all agree that grading systems are not perfect, the literature is filled with research which indicates that students who maintain high grades are those most likely to be retained by the institution. This again would seem to point to a solid advising program in which faculty **review student performance on a systematic periodic basis.**

Fifth—since a strong advising program seems to be so extremely important to recruitment and retention, such a program must be designed to provide accurate, consistent, timely, information to both the student and the advisor. This means that merely designating faculty as advisors is not enough to insure a successful program. **Appropriate support systems to the faculty advisors must be developed** on an institutional basis which assist faculty in working with advisees. It is necessary, therefore, to involve those individuals responsible for support services, such as the computer center director, in discussions with those persons planning an advising system.

Sixth—**training programs should be developed for every group of personnel** within the institution. Each of these training workshops should be oriented to that particular personnel group. One of its goals should be: making everyone associated with the college better acquainted with the programs and services of the institution. Employees can be some of the best recruiters for the institution if they know what the institu-

tion can offer. This is especially true for persons who come into early contact with prospective students, especially those individuals merely visiting the campus to acquire general information. Drawing blanks, offices being closed while people take breaks or on lunch hour are small, yet annoying occurrences to a prospective student who has taken his/her lunch hour or left work a few minutes early to dash by the college to pick up information. Turning students off early may mean turning them off forever!

Seventh—at an institutional level, **develop a college theme and logo** which is consistently used on all brochures, letterheads, etc. The purpose of this is to strengthen the association of the theme and logo in the community's mind with that of the college.

Eighth—**utilize the local TV, radio and newspaper media** to the fullest extent possible. Develop a system to generate public service announcements and news releases on an on-going basis. The media should be compatible to the needs of the area. It is particularly important, however, that the flow of all these items be through a central clearing house. Such a system probably should be under the responsibility of a community relations director who can devote much of his/her time to the establishment of a creditable working relationship with the media.

Ninth—**establish a college-wide recruitment and retention committee** composed of students, faculty, staff, and administrators. Utilize this committee to develop many of the ideas to recruit students into the institution and to retain them once they have been enrolled.

None of these nine steps is new or startling, yet it is amazing how many institutions seemingly ignore the basic concepts. It is important for community college educators to understand that recruitment and retention must go hand in hand, and that recruitment is far more than advertising and promotion. Recruitment at the community college level includes a full understanding of what the market is, that is, populations of people to be served. These markets must be analyzed to see whether or not the institution's programs are meaningful and effective. If programs are not meaningful and effective, institutions must be willing to accept change and phase out less effective programs while developing programs more closely aligned to community needs.

In summary, an effective basic recruitment and retention model may be thought to be condensed into *four* major basic rules:

1. **Recruit ethically:** Recruit students who can benefit from the instructional and service programs of the institution. If a pool of prospective students is found for which the college does not offer appropriate programs and services, be prepared to develop such programs and services *before* the students are enrolled.

2. **Orient honestly:** Inform students of what the institution can and cannot do for them. Help them to set educational and personal goals based on sound information and if these goals do not match with what the college can provide, be prepared to suggest other options. This seeming loss of a student may make a better friend of the college over the long run.

3. **Inform continuously:** Make sure there is a steady, concise, accurate flow of information from the college to the media. Make sure college publications are accurate and that necessary procedures are explained sufficiently. Provide support systems to faculty advisors which assist them in maintaining professional relationships to students.

4. **Advise developmentally:** Insure that an advising system is endorsed at the highest institutional level. Train faculty and counselors through appropriate workshops in advising techniques and make this a portion of their professional duties.

Institutional Commitment to Affirmative Action in the 80's

C.R. Ward, Trustee
Southeastern Community College
Whiteville, North Carolina

It seems that the decade of the 80's will continue to allow us to place special emphasis on affirmative action for racial minorities, handicapped persons and females. Hopefully, this emphasis will mean that individuals in these groups have equal opportunity, or equal access, to all employment and privileges, including salary, which are available to members of other groups. Sometimes this equal opportunity may simply come as a result of persons involved in a screening process laying aside some prejudices and, sometimes, equal opportunity may come as a result of an institution making special efforts to recruit individuals in the categories noted above.

The time has passed when affirmative action can die a slow death. Even when the consciences of those in authority allow it to die a slow death (and this probably will not happen except in a few rare instances where those in authority are insensitive and inconsiderate), members of special groups must build upon the progress which has been made in the decade of the 70's.

Regarding the prospect of federal neglect of affirmative action; while it is true that change obviously can be legislated, particularly when various penalties are imposed, real change in the areas discussed here will come only through a movement toward the belief that all persons must have equal opportunity and equal rewards for equal responsibility. Perhaps we have made enough progress in the area of affirmative action in recent years that federal neglect, if it exists, is being replaced by a much stronger force—a belief in fair treatment—because each of us deserves fair treatment from the other.

Obviously, my observations are primarily related to activities at Southeastern Community College (SCC), as opposed to all community colleges or institutions of higher education in North Carolina or in the country. However, if the attitudes which I see reflected at Southeastern can be found in other institutions, the continuous revival, as opposed to death of affirmative action, will stay with us.

In one of the opening statements of SCC's plan the following is found: "Promotion and professional growth for all employees is of major concern. As positions become available, we shall proceed carefully to demonstrate that all qualified applicants will be considered for employment or promotion without regard to race, color, sex, religion, national origin, age or handicap."

Two general goals guide the institution in carrying out its plan for affirmative action. These goals are: 1) to make a continuous effort to prevent occurrence of discriminatory employment practices and, 2) to establish and maintain employment levels consistent with the availability of qualified persons within relevant recruitment areas. Carrying out the second goal means that whenever possible specific positions within the college are screened on the basis of qualifications which will accommodate individuals within the southeastern area of North Carolina, or areas immediately beyond that. Obviously, there are positions which are regulated by generally accepted educational standards, or standards established by ac-

creditation agencies. However, there are other positions, particularly some staff positions in areas like financial aid, student records and student activities, which may allow an institution to employ the best qualified person without establishing what may seem to be artificial degree barriers.

This last statement is simply a reminder of another strong trend which will be present in the decade of the 80's. That trend has already begun and should continue to be pushed by those of us concerned in this area. That trend is establishing job criteria which are appropriate to the job to be performed. We have already made progress in this area, but it is very important that artificial or unrelated requirements do not become real barriers to members of groups noted earlier.

The personnel employment procedures of Southeastern Community College are the heart of the approach to affirmative action at our institution. These procedures guarantee that announcements of employment opportunities are made available to a wide range of individuals. It is of special note that the personnel office uses a standard mailing list for all job announcements and that this mailing list includes personnel and graduate school offices of predominately black institutions, as well as newspapers owned by blacks. Sometimes an institution may feel that they are meeting their affirmative action commitments by simply advertising in newspapers such as the *Raleigh News and Observer* or the *Charlotte Observer* with the assumption that these are large, major newspapers which are read state-wide. All of us know that this is not really the truth and that there are individuals who may have access to other publications. It is very important that announcements go into papers which are read by special groups, as well as into the larger state-wide newspapers.

Once applications are received at Southeastern for a specific position, the screening process always involves several individuals. These individuals are selected on the basis of their relationship to the proposed position, but adequate representation of target groups noted above is also a factor in one's serving on such a committee.

Through standardized rating sheets for files, as well as standardized sets of questions and rating sheets for interviews, every effort is made to provide fair and considerate evaluations of applicants for positions. Not only are justifications for the recommendation of particular individuals expected from the screening committee members, but justifications as to why others were not included are also expected. Comments from individuals who have experienced the screening process at Southeastern have been very positive. These individuals have also expressed both surprise and enjoyment, or should I say professional renewal, at the thorough screening and interview process expected of candidates. While this process may seem to be demanding of prospective employees, it also gives them varied opportunities in which to demonstrate their competencies.

We believe that our current approach to employment at Southeastern allows us to hire the most qualified person for the respective position while providing equal employment opportunity and fair treatment to individuals seeking such employment.

There is another area of affirmative action which must be considered as a part of any institution's commitment to this area. We are especially proud of the professional development program at Southeastern Community College and see this program as a way to provide professional growth and development for all individuals. Sometimes such professional development may simply improve a person's skills or competencies or might be related to moving into more responsible positions.

Professional development for affirmative action means an institution must be willing to provide professional development opportunities for personnel on its own campus, as

well as allow those individuals to have release time for professional development off campus. One way to sum up this approach is to simply state that professional development is a legitimate work activity.

In a time when retrenchment is facing each of us, when affirmative action is a constant concern, and when the belief that our task is to help each individual fully reach his/her capabilities, a professional development program takes on greater importance than has been true in the past. Obviously, a professional development system needs to have built-in rewards, whether they are in the form of simply maintaining one's current position, allowing one to qualify for special merit pay raises, or giving one greater access to new employment opportunities.

It is difficult in a short space to really enumerate the daily commitment to affirmative action in a local institution. It is important, however, that we reaffirm, both in our publications and in our behavior, that fair treatment of each other is so important as a way of life that it cannot be adequately described or expressed in a short article such as this, and perhaps not in a legislative act. It must be described and expressed as a belief from our hearts and in the way in which we approach one another in our day-to-day living.

Evaluation of the Chief Executive Officer

Mary W. Wheat, Trustee
Foothill-DeAnza Community College District
Los Altos Hills, California

There are those who feel that they are sailing into muddy and uncharted waters when they consider an evaluation of the CEO. I think the hazards are greatly overrated. The truth is none of us can avoid evaluation. It takes place constantly. People have opinions and they express them. From birth we are being judged, rated, graded and compared. We might as well accept it as a fact of life.

The moment grandma announces that baby is prettier than her sister, but what a pity she has Uncle Howard's nose, the rating system has begun. Children soon start the "my daddy is bigger than your daddy" or "our car is newer than your car" game. Next come grades, merit badges and team championships; followed by college boards, academic honors and the pecking order in the professional arena. We can't escape being compared and appraised, but in our business we can make the system palatable.

The threat of evaluation lies in the process used and the purpose intended. If used only as a tool to oust the inept or to satisfy some hidden agenda of the board, evaluations are hazardous. If they are capricious or revengeful, they are a real danger. And if they are sprung on an unsuspecting victim in a crisis situation they are terrifying.

On the other hand if the evaluation of the CEO is part of a continuous and accepted process and takes the form of setting mutual goals, delineating expectations and measuring achievement, it can only be constructive, creative and hopefully non-threatening.

I like to think of an evaluation session as no more than a method of communicating with the CEO in a non-pressured situation, where mutual respect is the guideline, and achievement of common goals the end result. In fact, I believe this type of evaluatory process belongs in all parts of our lives, personal as well as professional. Think what an annual evaluation could do to improve the quality of marriage or parenting. For example, in what I consider a very good marriage, it took me 30 years to discover that, according to my husband, I was putting the toilet paper roll in upside down—and it bugged him. We obviously were not communicating on this vital issue, and my behavior was unsatisfactory because I did not know the criteria on which I was being judged.

When we accept the evaluation process, it is important to be able to accept the information received in the spirit in which it is offered. I remember when my 13-year-old announced that his best friend hated his parents. I foolishly asked "how about you?" After careful thought, my son replied, "No kid likes his parents, but Greg hates his." I accepted this as a pretty fair rating, and it provided an opportunity for us to talk about kids and parents, and love and expectations. It gave us a chance to communicate—a precious privilege with 13-year-olds, and certainly something worth establishing between board and CEO.

Sometimes we just don't take time to listen and hear the message for what it really is. You may know the story about the farmer driving his truck on the winding mountain road. A woman whipped around the corner from the

opposite direction and yelled out the window "Pig." The man was furious at being considered a road hog, so he shouted back at her, "you old sow." Then he wheeled around the bend and hit the pig in the road, about which she was warning him. He heard, but he didn't listen, or perhaps his built in defenses did not allow him to listen.

Let us assume that evaluations as a better method of communication are valuable. What may we expect of them? The ultimate purpose of any CEO assessment is not just to produce a box score, vote in a popularity contest, or to throw brickbats. It is intended as a constructive way to enhance the excellence of the institution you serve. In the process, the evaluation fulfills the board's responsibility for accountability to the community that elects them. It should strengthen the president's position and improve his performance. It should allow trustees to review and improve the governance of the institution and review and reset goals. It can be an educational process for the board. Retention of the CEO and setting of salary can be an accepted part of this process, but they should be a by-product and not become an end in itself.

Your choice of the type of evaluation procedure used allows great latitude. It should be designed for the needs of your institution and tailored to fit the way you and your CEO interact. Whether it be a full dress formal evaluation or an informal private session is a decision the participants must weigh for themselves. However, do not confuse formality with structure. An evaluation based on specific written criteria is not necessarily a formal process. If you opt for an informal type of evaluation, it does not mean you don't need structure. It is the development of some criteria which makes an evaluation something other than a gripe session—or a testimonial dinner. What you choose as criteria for judging your president depends on the specific needs and problems of your college. The important fact is that they are well defined and mutually understood. I favor broad categories rather than detailed check lists. I heard of a board that compiled a list of 726 ways a president could do wrong. That's enough to turn anyone off evaluations.

However, you do need to set standards against which you can measure performance. You must know what the CEO's job is, and more important, be clear on what the board's role is. You all are aware of that familiar thin line between policy making and management, the old "who's in charge here" dilemma. I once introduced our chancellor to a community member as, "My boss." My CEO countered with, "No, she's my boss." The community member set us straight by saying, "You are both wrong, I'm the boss."

Trustees must remember their stewardship role. They act as agents of the community to hold in trust the excellence of the institution through thoughtfully generated policies. They should recognize the CEO's role as that of the best qualified person to carry out these policies.

During evaluation, trustees may choose to provide their CEO with written criteria for his continued performance, or they may operate in a more informal manner. For instance, in a high school district I know, the board's charge to the superintendent was a broad one. Namely, close a high school, making the decision with community input so as to create as little disharmony as possible. The specifics were up to him, but he knew the board's priorities for the year on which he would be judged. Checklists of hundreds of items are not necessary, although they may be a helpful aid, but it is necessary to have clearly defined goals.

If indeed we believe in and support the concept of evaluations, then trustees must be willing to be a part of the process. I mean that they must be willing to evaluate themselves. They must be able to accept constructive suggestions from fellow trustees concerning their effectiveness. They should also seek and accept input from the CEO as

to how they may help him do his job more efficiently. To allow this to happen there must be a high level of trust and mutual respect. Openness, honesty and sensitivity are the operative words here. Trustees must work at developing a maturity of interpersonal relationships which allows them to work productively together to attain common goals. Private agendas must be set aside, personal vendettas forgotten. Trustees must become advocates for the total community they serve rather than acting for any limited constituency. I am obviously asking for serious commitments, but this is an important part of the process under discussion. I am not asking for total agreement, acquiescence, or rubber stamp postures. I want individualistic, thoughtful, informed trustees who put the needs of the college above personal considerations.

With these factors, evaluations can be exciting and gratifying, but they demand preparation and time to be done properly. An adequate block of time must be set aside and the physical setting must be private and comfortable. This is not something tacked on as an afterthought to the end of an executive session, nor transacted in a crowded, noisy public place. For I have not mentioned, and hardly need mention, that confidentiality is an essential ingredient for evaluation. Evaluations should be done regularly and considered a routine procedure, so that the very action itself does not create suspicion and tension.

Over a period of many years I have worked with six CEO's and as many evaluation procedures. No one method is the only way to go. In our district the evaluation of the CEO and trustees is a segment of the total established district-wide evaluation process that takes place annually. It begins with a separate evening on each campus during which time we consider all the faculty; focusing on the untenured, high-lighting the outstanding, discussing the problems and recognizing those eligible for our professional recognition award. Presentations are made by each Segment Dean with adequate printed materials and visual aids.

Phase two is when the board, chancellor and college presidents meet to go over in detail the management staff at each college. Again pictures and organizational charts are helpful. And again, we devote a full and often long evening to this process.

Phase three is the board and CEO evaluation, which is the heart of this discussion. We again set aside an entire evening in a quiet, private place when all the board can be present. The trustees meet alone for one hour. During that time, we discuss our interpersonal relationships, and our board effectiveness. We talk honestly on how we see the CEO and his job, what changes we might encourage, and what definite priorities we might ask him to set. When the CEO joins us he first gives us his evaluation of the two college presidents and the district management staff. Next, we spend as much time as necessary communicating our assessment of him and hopefully recognizing his jobs well done. He in turn talks to us about areas where we might be more effective as well as our successes. These are frank, honest conversations, given and accepted in good faith and mutual respect. Again, it is important that this procedure takes place annually, is therefore expected, and is not tied in any way to a crisis situation or problem behavior.

Let us be honest. We have many good things working in our favor. There is a long history of excellence in our district and very early evaluation procedures were developed to maintain and enhance this excellence, so we are dealing with an established practice. We have a committed board that is willing to take the time necessary. We operate in a collegial manner with trust and respect. We keep well informed about the district's operation and there is a free flow of information throughout the system. We hire CEO's that reflect our demand for excellence and expect evaluation to be one of the conditions of their employment.

Not all of you operate under these optimum conditions. However, I doubt that any of you have a situation where some type of evaluation cannot exist. To institute it may necessarily be a gradual process. My mother always said that life was a journey where you took one step at a time to get where you were going. Maybe your first step is to improve the interpersonal relationships of the board so that the climate is right. Getting started may mean simply thinking and talking about the process and accepting the premise that this is something worth doing and worth doing well. It takes time to set the stage and get the acceptance of the board and CEO because this is a mutual endeavor.

Again, there is no simple way to proceed which is right or best. What works for one may be a disaster for another. Each board must look at its own situation, decide what it wants to accomplish and which method will be most effective to meet its needs. Never start from a crisis situation—instead work out of a planning and goal setting stance. Take time, be thoughtful, be fair. If you are caring and concerned, open, and honest, it can work. If you are knowledgeable, responsible trustees who are committed to the best interests of your institution, both you and your CEO will benefit immeasurably through the evaluation process—as will your colleges.

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